

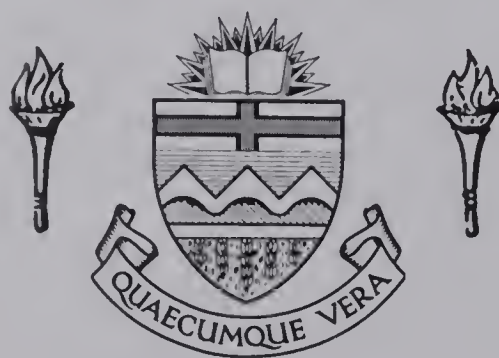
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THE UNIVERSITY OF ALBERTA

THE ROLE OF THE COLLEGE IN THE SYSTEM OF
HIGHER EDUCATION IN ALBERTA

BY



HUGH E. FARQUHAR

A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "The Role of the College in the System of Higher Education in Alberta" submitted by Hugh E. Farquhar in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

This study has been designed to inquire into the role of the college in the structure of post-secondary education in Alberta. Specifically, it sought to present a perspective of the approach to this field of education in the Province, to analyze its effectiveness, to identify some of the problems to be resolved, and to propose some guidelines for future developments.

As a background for the study, against which the developing role of the college could be viewed, some critical forces that act as determinants of the need for higher education were examined. In order to provide some points of reference, it was found helpful to investigate some of the approaches to the development of colleges which have been adopted in selected areas.

A survey of the legislation, reports, and recommendations pertaining to the establishment of colleges in Alberta was undertaken to provide an understanding of the philosophy and intent that underlie the developments that have so far occurred.

The study involved the collection of data, by means of a questionnaire and two opinionnaires for the following purposes: (1) to obtain factual information about the existing junior colleges, (2) to determine staff perceptions of the efficacy of the colleges, and (3) to ascertain informed

opinion about the solution of college problems. The staff opinionnaire was based upon a conceptual model of college criteria which was designed for the purposes of this study, and the opinionnaire dealing with college problems was developed from a statement of problems which were identified in the study.

The data revealed that an increasing demand and need for greater educational opportunities of a diverse nature, beyond the high school level, does exist. It was shown that there are thousands of students in Alberta who now terminate their formal education at Grade 12. An examination of the relevant documents indicated an awareness of a need in Alberta and a desire to provide a new form of educational facility for more of these students. However, in spite of increasing pressures, no co-ordinated plan for post-secondary education has yet been evolved in Alberta. The informational data showed that a number of small colleges have been established as individual educational units, affiliated with the provincial universities. It was obvious, from an examination of their programs and admission policies, that they were not achieving the objectives and expectations expressed by legislators and educators. This failure to satisfy significant criteria was substantiated by members of the college staffs. Responses to questions about persistent problems, provided by a cross-section of educators and others concerned about the college movement, indicated a substantial degree of agreement

about the direction in which college education should develop.

It appears that there is a need for expanded educational opportunities in Alberta and that the college, as a unique educational institution, can play a significant role in a co-ordinated system of higher education. There has been demonstrated a desire to develop this area of education but, in the absence of co-ordinated direction and positive leadership, developments have been sporadic so far and have not been congruent with the purposes expressed. That problems do exist cannot be denied, but they are solvable, as has been suggested in this study, and direct, authoritative action to this end would undoubtedly meet with wide support.

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CHAPTER I

INTRODUCTION

I. INTRODUCTORY STATEMENT

If our society is to flourish, it must create the kinds of educational opportunities that will release the full dynamic power of human resources. This problem has two dimensions: one is related to the educational needs of individuals, and the other concerns the welfare of society in economic and cultural terms.

In discussing the educational needs of individuals, Leland L. Medsker says:

The more complex the society, the more necessary the development of each individual toward his full potential. High school graduation was once a satisfactory terminal point for a majority of students, but this is no longer so. New social problems at home and abroad have brought about the need for deeper insights. A new world of science has created a vacuum for those with no scientific knowledge. Developments in technology and automation have reduced the number and importance of many occupations and have given rise to new ones which depend more upon understanding than upon manipulative skill. The need to provide sufficient educational opportunities beyond high school for those who can profit from such opportunities, and to encourage people to take advantage of them, is clear.¹

The Robbins Committee, in its Report on Higher Education, emphasized the importance of the role of education in modern

¹Leland L. Medsker, The Junior College: A Powerful Motivating Force for Educational Advancement (Washington: American Association of Junior Colleges, 1961), p. 4.

society in the following terms:

... we do not believe that modern societies can achieve their aims of economic growth and higher cultural standards without making the most of the talents of their citizens. This is obviously necessary if we are to compete with other highly developed countries in an era of rapid technological and social advance. But, even if there were not the spur of international standards, it would still be true that to realize the aspirations of a modern community as regards both wealth and culture a fully educated population is necessary.²

F. E. Whitworth is of the opinion that many of our young people leave school ill-prepared to take their place in the work force. He believes that,

Their role in our country's development is so important that failure to solve the problem of full utilization of our manpower could even be serious enough to affect our continuing as an important free power, and perhaps even our survival.³

This study is prompted by concern for the welfare of the many able young people who do not now continue to develop their natural abilities through formal education beyond the high school years and whose potential contribution to society and chance of self-fulfillment are thus diminished. Some of the aspects of this situation will be explored in the following pages.

²Higher Education. Report of the Committee appointed by the Prime Minister under the Chairmanship of Lord Robbins (London: Her Majesty's Stationery Office, 1963), p. 8.

³F. E. Whitworth, "Education and Manpower" (paper prepared for the College of Teachers, Charlottetown, Prince Edward Island, July, 1962), p. 9.

II. IDENTIFICATION OF THE PROBLEM

While it is impossible to predict the future needs of the rapidly changing society, it is safe to assume that the optimum utilization of human resources will be essential to cope with the problems of a world that is becoming ever more complex. At the present time it would appear that the needs of a large segment of the student population, many of whom could benefit from further educational experiences, are being neglected. Some educators have referred to this group as "the other eighty per cent" of young people, that is, those who do not enter the universities or other post-secondary institutions. For many students the colleges and universities do not provide the kinds of programs that are suited to their needs, abilities and interests; in Alberta approximately twenty-three per cent of the Grade 12 class become freshmen in the following year. Some young people are cared for adequately by other forms of training and education, such as those provided by schools of nursing, institutes of technology, and business colleges. However, there are large numbers of students who become disaffected with education and who lack the motivation to develop their full potentialities. Among these are the high school dropouts -- about thirteen per cent of the Grade 9 enrolment -- and the Grade 12 students who lack the incentive to complete their programs (just over two-thirds received diploma standing in 1966).⁴ Educational

⁴These statistics are documented in Chapter II.

institutions are needed that will not only cater to the demands of those who desire further education and who are not now cared for, but that may also motivate those who have become discontented to continue in the school program. It should be noted that the provision of such facilities, in the form of colleges, would in no sense absolve high schools of the responsibility of providing quality education for the school age cohort. Thomas R. McConnell predicts that the need for more education will continue to increase as society demands a more highly educated citizenry:

The lack of employment for youth of late high school and junior college age, the desire of employers for more mature workers, and the necessity for different kinds and higher levels of education and training will keep more and more young people in school for longer periods of time. Social as well as economic pressures for access to higher education will increase, a phenomenon which will be even more apparent in countries where educational opportunities at the late secondary and post-secondary stages have been much more restricted than in the United States.⁵

While significant progress has already been made in Alberta in the provision of post-secondary educational opportunities -- and this has occurred outside of the context of a global plan for higher education -- it would appear that the time has now arrived when it is essential to evaluate the effectiveness of existing facilities to achieve objectives, and to make courageous and imaginative decisions to meet the

⁵Thomas R. McConnell, "State Systems of Higher Education," in Earl J. McGrath (ed.), Universal Higher Education (Toronto: McGraw Hill Book Company, 1966), p. 21.

challenge of the future.

The problem that is of concern, not only to Alberta, but to all of Canada has been identified by Dr. T. C. Byrne, Deputy Minister of Education for the Province of Alberta, in a paper presented to a seminar at the University of Michigan. In discussing issues in Canadian education, Byrne draws attention to the national concern with the upward extension of public education beyond the high school years, with particular reference to the issue of the post-secondary college. He says:

An issue deriving from the demands of a technological society resides in the drive for more years of schooling. Canadians are searching for new institutions to provide wider programs in post-secondary education. A current dialogue has to do with the establishment of the junior or community college. We are agreed that we must find ways to provide a broad education for more youth beyond high school years.... Accordingly, across the nation conferences are being held to study the junior or community college. While differences of view exist as to what this institution should do, there seems fairly wide consensus that it should bring new dimensions to post-secondary education.... The debate on the nature of this institution will no doubt continue for the next few years, and the outcome will vary from province to province....⁶

Alberta has a rapidly expanding and dynamic society and only a visionary and creative approach will provide the kinds of educational requirements that will meet the needs

⁶T. C. Byrne, "Issues in Canadian Education" (paper read at the International Inter-Visitation Program of the University Council for Educational Administration, University of Michigan Seminar, Ann Arbor, Michigan, October 9-15, 1966), p. 8.

of the future in this Province. Confrontation with this issue presents one of the most significant problems facing Alberta educators at this time. This study will be devoted to an examination of some of the aspects of the problems with a view to providing information and understanding which may form the basis for intelligent decision-making.

III. THE PROBLEM DEFINED

The purpose of this study was to investigate the role of an educational institution (so far called a college) in the system of post-secondary education in the Province of Alberta -- past, present, and future.

The study focuses on two related aspects of the college movement in the Province and is designed:

- (1) To provide an analytical survey of the developments that have occurred in the provision of educational opportunities beyond the secondary school: to present a perspective of the situation as it presently exists, and,
- (2) To identify and analyze the major problems that must be resolved in establishing colleges in the Province: to provide some guide lines for the direction of future developments.

IV. THE SIGNIFICANCE OF THE STUDY

The number of students who complete high school and who seek opportunities for further education is increasing at a rapid rate in almost every sector of Canada. This trend is attributable, not only to an increase in the population, but also to higher school retention rates, greater recognition of the worth of education, pressures of contemporary society, social mobility, greater availability of financial assistance, and more effective educational propaganda. In the face of the mounting wave of demand and need, society must provide educational facilities in quality, quantity, and diversity that will further the intellectual development of all our youth.

The universities are hard-pressed to cope with the hordes of students knocking at their doors, in spite of restrictive admission requirements and limited clientele, that is, those bound for the professions. The institutes of technology are designed to meet the demands of another type of student, of specific interests and talents, and they are more concerned with training than with education per se. Schools of nursing, business colleges, and agricultural and vocational colleges satisfy the needs of other young people for further training. But there are many students of diverse abilities and talents whose requirements are not met by these established institutions. These may become the educationally deprived.

There is a growing concern among educators that something more is needed in the educational spectrum to provide new and different kinds of opportunities for the thousands of young people who, too early, reach an educational dead-end. The lively interest that is current in post-secondary education is apparent in the public statements of educators, in the increasing number of articles appearing on this issue, in the inclusion of this topic in the agenda of many conferences, and in such meetings as that of the National Seminar on the Community College in Canada, held in Toronto in the spring of 1966. Writing in University Affairs, Geoffrey Andrew expresses a widely-held view:

In the development of post-secondary education in Canada, we have reached the stage when it seems desirable to most people to develop a wider variety of types of post-secondary educational institutions to meet a wider variety of needs.⁷

While there is mounting concern about the provision of new types of post-secondary educational institutions, there is no widespread unanimity of opinion regarding the form and function which they should assume. Opinions vary from province to province and within provinces regarding the types of institutions that will best meet the needs -- whether they be new universities, branch campuses, institutes of technology, or some other form of educational facility. Andrew notes the divergence of opinion that exists on this issue:

⁷Geoffrey Andrew, University Affairs (April, 1965), p. 3.

It is clear, therefore, that there is a very strong and very widespread demand for new instruments of post-secondary education, though there is, as yet, little agreement about the type or types of institution needed.⁸

In reporting on the deliberations of the Seminar on Community Colleges in Canada, which discussed the pros and cons of a specific type of institution, Margaret Gayfer illustrates the uncertainty that exists. She says:

There is a staggering amount of confusion, misinformation and ignorance about what the community college is, what it hopes to accomplish, what role it will play in the educational ladder as well as in the community ... and what problems it is bound to face.⁹

In Alberta, largely in response to local initiative, new institutions of post-secondary education have been emerging in recent years. But, as yet, no comprehensive master plan has been developed to encompass the total field of higher education. In A Special Study on Junior Colleges, Andrew Stewart comments:

In contrast to the well-organized school system and the well-organized university system, there has, up to this time, been no systematic approach to the provision of opportunities beyond high school for the group who will not enter university.¹⁰

Some educators have expressed alarm at the apparent lack of planning in Alberta and at the pre-occupation with the narrow junior college approach, that is, the transfer function. It

⁸Ibid., p. 4.

⁹Margaret Gayfer, School Progress, Vol. 35, No. 7 (July, 1966), p. 15.

¹⁰Andrew Stewart, A Special Study on Junior Colleges (Edmonton: The Queen's Printer, 1966), p. 14.

is evident from their statements that no consensus of opinion exists concerning the philosophy and function of different types of institutions of higher education.

An effective and efficient system of higher education cannot evolve from undirected, haphazard growth. It must be created as a result of imaginative planning, based upon a thorough understanding of basic philosophical principles, desired goals, student and societal needs, and upon a knowledge of the contribution to education of those institutions presently in operation. President John B. Macdonald of the University of British Columbia recognized the necessity for planning in his Report on the future of higher education in British Columbia. He warned that:

The time has now come when plans must be made if British Columbia is to provide the educational opportunities which are essential for its social, economic, and cultural program. The matter is one of the gravest urgency.¹¹

It would appear that Alberta has already reached the point where planning is urgent and where there should be drafted a blueprint for higher education that will provide guidelines for future developments. That there exist widespread interest and concern was evident in the sessions of the Conference on Post-Secondary and Continuing Education

¹¹John B. Macdonald, Higher Education in British Columbia and a Plan for the Future (Vancouver: The University of British Columbia, 1962), p. 6.

held at the University of Alberta in November, 1966. If a system of higher education is permitted to evolve only because of mounting economic pressures and only on the basis of expediency, without a clearly defined philosophical base, the results could be disastrous. Although studies relating to junior colleges in Alberta have been conducted by Markle¹² and Loken¹³, no comprehensive analysis of the state of post-secondary education in the Province has been made, other than the Stewart Report.¹⁴ It seems important at this time, therefore, in the face of mounting pressures for further educational opportunities beyond high school, and in view of the uncertainties that are prevalent about the types of institutions that are required, that a thorough study be made of the status quo of the college movement in the Province together with an assessment of the efficacy of the existing facilities for education to achieve desired goals. Such a study could have important implications for the development of a master plan for post-secondary education in Alberta.

¹²Alexander G. Markle, "Genesis of the Lethbridge Junior College" (unpublished Master's thesis, Department of Educational Administration, The University of Alberta, Edmonton, 1965).

¹³Gulbrand Loken, "Analysis of the Junior College in Alberta" (unpublished Master's thesis, Department of Educational Administration, The University of Alberta, Edmonton, 1965).

¹⁴Stewart, op. cit.

V. THE NATURE AND ORGANIZATION OF THE STUDY

The study takes the form of a descriptive and analytical survey of the need for and the provision of diversified forms of post-secondary education in the Province of Alberta, together with an analysis of the problems to be resolved in establishing colleges in the Province.

Chapter I provides an introduction in which the problem is defined and its significance discussed. The method of inquiry is presented in this chapter.

Chapter II presents a background for the study, by surveying some of the major forces that influence the demand and need for post-secondary education. The critical issues that are perceived to act as determinants are:

- (1) needs of the national economy,
- (2) socio-economic trends in Alberta and,
- (3) increasing student demands for further education.

Chapter III examines the approaches to post-secondary education that are contemplated or that have already been implemented in Quebec, Ontario, and British Columbia. The development of the two-year college movement in the United States, with particular reference to the California system, is reviewed. From this survey a number of significant characteristics of colleges are identified.

Chapter IV surveys the legislation and reports pertaining to colleges in Alberta and examines the philosophy

and objectives underlying the subsequent developments.

Chapter V investigates the existing provisions for post-secondary education and analyzes their effectiveness for meeting the educational needs of the Province.

Chapter VI develops a statement of Significant Criteria for the Establishment of Colleges and assesses the extent to which existing colleges satisfy the criteria.

Chapter VII identifies the major problems that must be resolved in the development of colleges in Alberta and analyzes proposed approaches to their solution.

Chapter VIII summarizes the study, discusses the implications and conclusions, makes recommendations, and suggests problems for further study.

VI. DELIMITATIONS OF THE STUDY

This study is confined mainly to a consideration of post-secondary education in the Province of Alberta, although some references are made to college developments elsewhere for purposes of comparison and to provide a frame of reference. While it is recognized that post-secondary educational institutions may assume a variety of forms, including schools of nursing, business schools, agricultural institutes, and so forth, this study is concerned, largely, with the colleges, the universities, and the technical institutes. Other media of training and education, such as trade schools, apprenticeship programs, and the like, were

not considered to lie within the purview of post-secondary education and are not discussed within this context. The main focus of the study was directed on the establishment and development of public colleges and on the problems that are inherent in the process. No reference is made herein to political influences which may create problems in the establishment of colleges.

VII. LIMITATIONS OF THE STUDY

Limitations on the validity of the conclusions evolving from this study were imposed by the unavailability of some significant data and by the restrictions of the time factor. There is a dearth of information relating to manpower studies and projections of economic needs in the Province. Information relating to student populations exists in fragmentized form and has not been well collated. It is necessary to conduct longitudinal studies of student populations, over a period of time, to arrive at statistically significant conclusions regarding their educational careers. To the extent that subjective opinion and value judgments enter into interpretations and conclusions, the findings in the study may have limited validity.

VIII. DEFINITION OF TERMS

Community College. A community-oriented college that provides educational services for students who have left the

high school, but which is not chartered to grant degrees.

Diplomate. A student who obtains full Grade 12 graduation standing with certain credit requirements in the Alberta school system.

High School Output. The number of students who leave the high schools at the end of Grade 12.

Higher Education. Formal education beyond the secondary level. (Also the definition of Post-Secondary Education.)

Input into Post-Secondary Education. The number of students who enter institutions of post-secondary education in a given year.

Institute of Technology. An institution that provides education and training in technical fields beyond the level of high school vocational programs and outside the scope of universities.

Junior College. An institution of higher learning which offers education beyond the high school level, but which is limited to not more than two years of university work.

Labor Force. Includes those 15 years of age and over.

Matriculant. A student in the Alberta school system who successfully completes the Grade 12 program and satisfies the additional requirements for entry into the provincial universities.

Post-Secondary Education. Formal education beyond the secondary level.

Private Education Institution. An educational institution supported largely by private funds.

Provincial Board of Post-Secondary Education. A board, composed of members appointed by the Minister of Education to advise him on all matters related to the work of the junior colleges and to make recommendations on provincial needs in the post-secondary field.

Public Education Institution. An educational institution which derives its financial support largely from provincial and local tax sources.

Universities Co-ordinating Council. A body composed of the presidents and vice-presidents (academic) of the universities, together with two deans and other members of the academic staffs of each university appointed by the general faculty councils, and other academic staff members appointed by the Co-ordinating Council. Its main duty is to inquire into and to make recommendations respecting any matter that, in its opinion, requires co-operative action by the general faculty councils. It may make recommendations on matters relating to the affiliation of colleges with the universities.

University. An institution that provides educational services for at least three years beyond the secondary level and that is chartered to grant academic degrees.

University Transfer Programs. University level programs that are acceptable for degree credit by the university with which a college is affiliated.

IX. THE METHOD OF INQUIRY

In the development of the study inquiries were pursued in a number of areas that seemed relevant to an understanding of the role of the college in the system of higher education in Alberta. It was hoped that this would permit the identification and analysis of the major problems that must be resolved prior to the establishment of colleges and lead to the formulation of recommendations that might provide guidelines for future developments.

(1) Critical Forces. In order to provide a background for the study some of the critical forces that act as determinants of the needs for post-secondary education were examined. The following three factors were identified as being significant in this regard:

(a) National Economic Forces. Reference was made to federal government publications and reports in order to appraise the national need for upgrading the educational level of the population. The focus of the examination was on the relationship that exists between the development of the national economy and the educational level of the labor force.

(b) Changing Socio-economic Patterns in Alberta.

An examination was made of data obtained from government reports, census reports and employ-

ment statements in order to discover trends in population shifts, changing economic and employment patterns, and emergent values, attitudes and aspirations of the people of Alberta. These factors were considered in relationship to the need for diversified educational programs for more people beyond the secondary level.

(c) Demands of Students. Department of Education Reports and the results of recent studies were analyzed to determine the retention rates and the student output of the high schools in the Province. Data was obtained from available studies on aspirations and other characteristics of students. The purpose of the inquiry was to ascertain the trend of young people to prolong their formal education.

(2) Some Approaches to the Provision of Post-Secondary Education Opportunities. An examination was made of legislation and reports pertaining to the establishment of systems of two-year colleges that are proposed or already in operation in the Provinces of Quebec, Ontario and British Columbia. A survey was made of some of the literature relating to the two-year college movement in the United States, with special reference to the California Junior

College System. Based on the foregoing analysis, a taxonomy of significant characteristics of the two-year college was drawn up and was referred to later in the study in the development of a set of criteria for the establishment of colleges in Alberta.

- (3) Legislation and Reports Pertaining to the College Movement in Alberta. A survey was made of the legislation, reports, and recommendations pertaining to the establishment of post-secondary colleges in Alberta. These documents were examined with a view to determining the philosophy, objectives, and intent that underlie the approach to the development of post-secondary education in the Province.
- (4) Survey of Current Provisions for Post-Secondary Education. A survey was conducted of the existing provisions for post-secondary education in Alberta. Information was gathered from official Calendars and reports issued by the colleges and by means of questionnaires and interviews. The data collection form used is presented in Appendix A. Educational opportunities provided by other institutions, such as universities, technical institutes and private colleges were also examined. The information thus obtained provided a comprehensive picture of the total opportunities for post-secondary education

presently available in the Province. By relating the output of the high schools to the input into higher educational institutions, it was possible to identify quantitatively the pool of student ability not presently proceeding beyond the secondary level.

- (5) Analysis of the Provisions for Post-Secondary Education in Alberta. An evaluation of the degree to which colleges meet the specifications required for their establishment should, it was assumed, be an indication of their fitness to achieve their desired objectives. A statement of criteria for the establishment of colleges was developed, based upon the intent as expressed in the legislation and reports, the related literature, the college characteristics listed in Chapter III, and the subjective opinion of the writer. College staff members were asked to complete a Criteria Opinionnaire in which they indicated their perceptions of the degree to which their college satisfied the given criteria. The Opinionnaire is presented in Appendix B. From the analysis outlined in the preceding Sections 3, 4, and 5, an attempt was made to evaluate the adequacy of the existing provisions for post-secondary education and to identify the strengths and gaps that exist.

(6) Identification of Major Problems to be Resolved.

The major issues that pose problems in the establishment of colleges in Alberta were identified. A list of the most critical problems was compiled based upon the findings of the study and upon the opinions of educators regarding the role of the college in higher education. The problems were organized in the form of an opinionnaire and submitted to a selected group of educators and interested laymen for their consideration and suggestions. The Opinionnaire used for this purpose appears in Appendix C. The returns were compiled and analyzed to determine points upon which majority agreement was reached. It was assumed that the collective responses would provide some guidelines upon which to base recommendations for future planning and decision-making.

(7) Conclusion. The establishment of colleges designed to meet the demands of the youth of Alberta for post-secondary educational opportunities must rest upon a clearly defined statement of objectives. To achieve the desired objectives institutions must, to some extent, satisfy certain specified criteria set out for the establishment of colleges. As the study developed, it became evident that there exist problems that tend to impede the establishment

of a system of post-secondary education; these problems must be resolved to permit progress. The responses to the College Problems Opinionnaire were considered in relationship to the demonstrated need for extended post-secondary educational opportunities, to the objectives indicated in the review of legislation and reports, to the present status of colleges in Alberta, and to the staff perceptions of the adequacy of existing colleges. On the basis of the knowledge gained from the foregoing data and from the related readings, the writer recommends a set of guidelines that may expedite the establishment of colleges. Hopefully, such recommendations will provide definite direction for future developments in the establishment of post-secondary colleges in Alberta.

CHAPTER II

MAJOR FORCES THAT INFLUENCE THE DEMAND AND NEED FOR HIGHER EDUCATION

I. INTRODUCTORY STATEMENT

The growth of higher education is a phenomenon of the present decade in Canada. Educators, economists, and sociologists have become cognizant of the significance of education in the modern world. Socio-economic forces are exerting pressures that demand a higher level of education for all the people of the nation. Three major forces can be identified as crucial issues which are giving impetus to the current demand for the upward extension of post-secondary educational opportunities; these are examined in the present chapter. Specifically, the inquiry is directed to:

- (1) The need of the national economy in our competitive society.
- (2) The changing socio-economic conditions in Alberta, with particular reference to employment patterns, population shifts, and changing values.
- (3) The demands of increasing numbers of students for more education as indicated by the retention rates and the student output of the high schools.

The nature and impact of these issues will be discussed in this chapter.

II. NATIONAL ECONOMIC NEEDS

General Statement

The standard of living and the economic growth of a nation are largely dependent upon the level of education of its labor force. It is significant that education receives a high priority in the two great powers, the U.S.S.R. and the U.S.A., while some countries which have failed to extend universal education to a high level, are experiencing extreme social and economic woes. In 1957 Dr. Norman Mackenzie¹⁵ reported that in Russia 19.6 per thousand of the population were in attendance in the universities, in the United States 15 per thousand attended, while in Canada the figure was 4.94 per thousand. Although it would appear that the chances of Canadian youth attending university have been much less than those of his counterpart in some other countries, it must be recognized that there are factors involved in classifying institutions of higher education that make such comparisons difficult to substantiate.

Various economic conferences and Royal Commissions in Canada have pointed to the necessity for further studies on the most pressing needs in the working force and to the urgency for the improved education and training of personnel to fill the gaps in the labor market. The need for highly

¹⁵N.A.M. Mackenzie, Canada's Crisis in Higher Education (ed. Claude T. Bissell) (Toronto: University of Toronto Press, 1957), p. 191.

skilled technicians and the decreasing demand for unskilled laborers indicate the necessity for a thorough assessment of the manpower needs of our burgeoning economy and for a study of the reallocation of the scarce resources of human capital. If Canada's economic growth is to be sustained and if she is to maintain and improve her position in the international arena, steps will have to be taken to curb the wastage in human resource potential. Such wastage can be minimized by upgrading the qualitative, as well as the quantitative, aspects of human resources through education.

Comparisons of Educational Levels with the United States

Some comparisons with the United States, with whom Canada is so closely related both economically and educationally, reveal differences in the educational level of the respective labor forces. The gap in economic growth between Canada and the United States is, in some measure, attributable to differences in educational levels in the labor forces of the two countries. Over the last fifty years the level of education of the Canadian labor force has fallen gradually further behind that of the United States, especially at the secondary and post-secondary levels. A much larger proportion of the working population in the United States has participated in higher education or acquired a university degree than in Canada, and this accounts for well over a third of the productivity difference between the two countries.¹⁶ In 1961

¹⁶Towards Sustained and Balanced Economic Growth. Second Annual Review of the Economic Council of Canada (Ottawa: Queen's Printer and Controller of Stationery, 1965), p. 58.

about 45 per cent of the male labor force in the United States had four years, or more, of high school education, compared with 24 per cent in Canada.¹⁷ The following statement pertaining to the needs for education in the United States has relevance for Canada:

The changing employment picture in the U.S. has made education beyond high school a necessity for employment in many fields. Automation and our increasingly technological society have created more and more jobs and professions requiring skills and education, while every year sees fewer jobs for the unskilled. The man with only his labor to sell has almost nothing to sell.¹⁸

A similar situation obtains in Canada, but this nation has been moving more slowly to meet the challenge that confronts it. The figures in Table I reveal comparisons between the educational levels of the labor forces of Canada and the United States. It is shown that the percentage of the labor force with four years of high school education is about three times as great in the United States as it is in Canada. The percentage which has some university education is about the same in both countries, while the percentage of the labor force having complete university education is approximately twice as great in the United States as in Canada.

¹⁷ Ibid., p. 82.

¹⁸ Facing Facts About the Two-year College, a booklet prepared for the Prudential Insurance Company of America (Newark, New Jersey, 1963), p. 3.

TABLE I

EDUCATIONAL ATTAINMENT OF THE MALE LABOUR FORCE BY
AGE GROUPS, CANADA 1961 AND UNITED STATES 1960
(percentage distribution)

Age Group	4 years H.S.		Some University		Complete University	
	Canada	USA	Canada	USA	Canada(1)	USA
25-34	8.7	30.8	13.5	11.7	6.0	14.7
35-44	9.5	29.5	10.1	9.9	6.3	11.9
45-54	8.5	20.0	8.4	8.3	5.0	8.8
55-64	7.4	12.2	5.3	6.9	4.2	7.0
Total, 25-64	8.7	24.6	10.1	9.5	5.6	11.1

(1) Includes Grade 13 for provinces in which Grade 13 is given.

Source: Adapted from a table contained in Towards Sustained and Balanced Economic Growth, op. cit., p. 81.

Source: Canada -- Gordon W. Bertram, op. cit.; United States -- United States Census of Population 1960.

Canadian Regional Comparisons Between Level of Education and Average Income

The following regional comparisons in Canada show that there is a close relationship between average income and the level of educational attainment of the labor force. The data in Figure 1 illustrate that the educational level of the labor force in British Columbia, Ontario and Alberta exceeds that of the other provinces and Table II shows that in these regions the average income earned is highest. Conversely, low income and low educational level appear to go hand in hand in the Atlantic region.

TABLE II
AVERAGE EARNED INCOME PER EMPLOYED PERSON
(1960-64 averages)

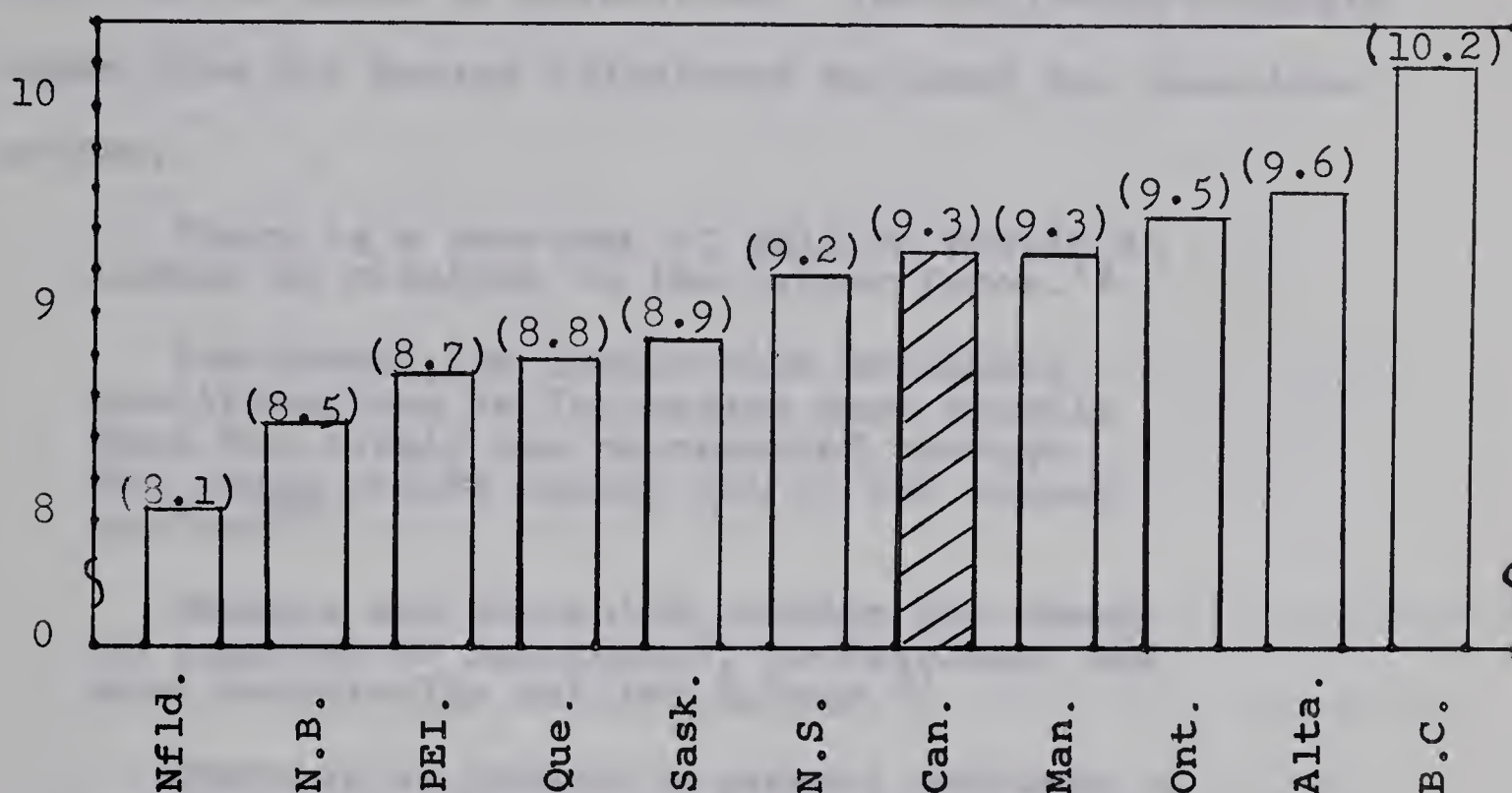
	Average Earned Income per Employed Person	Index of Average Earned Income (Average for Regions = 100)
	\$	
Atlantic Region	3,080	82
Quebec	3,480	93
Ontario	4,120	110
Manitoba	3,620	97
Saskatchewan	3,660	98
Alberta	3,770	101
British Columbia	4,470	119
Average for Regions	3,740	100

Source: Towards Sustained and Balanced Economic Growth,
op. cit., p. 118. Based on data from Dominion
Bureau of Statistics.

FIGURE 1

AVERAGE YEARS OF FORMAL SCHOOLING OF THE
LABOUR FORCE BY PROVINCE, 1961

Years of
Schooling



Source: Towards Sustained and Balanced Economic Growth,
op. cit., p. 119. Based on data from Dominion
Bureau of Statistics.

National Concern for Upgrading Education

The more efficient utilization of manpower, the attempt to match men and jobs, are now receiving the attention of the Federal Government as evidenced by the incidence of economic planning commissions, training conferences, and the government's announced intention to take responsibility for adult education. The surge of activity in the fields of vocational and technical education is an indication of the concern with improving the quality of manpower resources.

The Economic Council of Canada, in its Second Annual

Review, published in 1965, recommended that the advancement of education at all levels be given a high place in public policy and that investment in education be given the highest rank in the scale of priorities. The following extracts taken from the Review illustrate the need for immediate action:

There is a shortage of skilled people in Canada in relation to the labour force.¹⁹

The demand for labour with technical qualifications is increasing more rapidly than the supply can be expanded through the young people coming out of the school system.²⁰

Demands are currently running far ahead of supplies of management, professional and more technically skilled labour.²¹

There is at present a general shortage of manpower with higher educational and skill qualifications. The shortages extend from high school level on up, and are most severe at the professional and university level.²²

The Economic Council urges that immediate attention be given to:

the rapid and substantial expansion of post-secondary education in all parts of Canada. The aim should be to provide a ready opportunity for higher education to every qualified Canadian student so that financial obstacles will be eliminated as a barrier to higher education.²³

¹⁹ Towards Sustained and Balanced Economic Growth, op. cit., p. 182.

²⁰ Ibid., p. 182.

²¹ Ibid., p. 184.

²² Ibid., p. 170.

²³ Ibid., p. 171.

Further support is given to this statement of the need for the provision of educational opportunities by the Bladen Commission Report:

We endorse the view that the need for highly educated personnel will increase, and we would note that the more highly educated (even if educated by training in a narrow specialty) are generally more adaptable and mobile. We believe that our productivity may be greater if we encourage all our young people to develop along the line of their particular abilities and interests, and that our economic policy should be directed to the end that the talents so developed be utilized as fully as possible. And we reiterate our view that the purpose of all education is the development of persons not merely the supply of productive instruments.²⁴

Failure to provide increased post-secondary opportunities for more of the youth and inability to solve the problem of full utilization of manpower resources could be serious enough to affect Canada's continuing international role and its economic freedom. The developing systems of colleges in several provinces of Canada could provide the means for upgrading the general educational level of the population. The opportunities for diversified educational experiences made available by the colleges could go far in developing a more highly qualified and more productive manpower resource.

III. SOCIO-ECONOMIC TRENDS IN ALBERTA

An examination of some of the economic, social and

²⁴Financing Higher Education in Canada. Report of a Commission to the Association of Universities and Colleges of Canada (Toronto: University of Toronto Press, 1965), p. 19.

demographic factors in the Province of Alberta will help to illustrate the changing conditions that give rise to the need for expanded educational opportunities for more youth. These trends may be viewed as determinants of the kinds and the degree of higher education that will be needed in the future.

Changes in Employment Patterns

Over the years there has been a very marked shift in the relative distribution of the labor force in Alberta, as elsewhere in Canada. Fifty years ago one-half of the labor force was occupied in agriculture; today the proportion is approximately one-fifth (although the total numerical figure has increased). The development of natural resources and of new types of industry, the incidence of automation, and improvements in communication and transportation have resulted in types of employment requiring new and specialized skills and knowledge. Employment patterns have changed, with hundreds of new categories of jobs replacing the many classifications that have become obsolete. Shortages are acute in the skilled, semi-professional and professional occupations, while unemployment is highest in the unskilled labor group, as mechanization replaces hand labor. The shift in employment requirements is most marked in the services area which comprises a wide range of occupational activities; well over one-half of the labor force is now engaged in providing services for others. Table III and Figure 2

TABLE III

NUMERICAL AND PERCENTAGE DISTRIBUTION OF THE ALBERTA
LABOUR FORCE BY MAJOR SECTORS, 1911 - 1961

	Number	Percentage
<u>1911</u>		
Agriculture	82,100	50.8
Services	41,468	25.7
Industry	<u>38,042</u>	<u>23.5</u>
Total	161,610	100.0
<u>1921</u>		
Agriculture	114,874	53.2
Services	65,707	30.4
Industry	<u>35,424</u>	<u>16.4</u>
Total	216,005	100.0
<u>1931</u>		
Agriculture	148,391	51.8
Services	101,573	35.5
Industry	<u>36,239</u>	<u>12.7</u>
Total	286,203	100.0
<u>1941</u>		
Agriculture	152,014	48.7
Services	111,463	35.7
Industry	<u>48,765</u>	<u>15.6</u>
Total	312,242	100.0
<u>1951</u>		
Agriculture	117,712	33.3
Services	155,800	44.0
Industry	<u>80,386</u>	<u>22.7</u>
Total	353,898	100.0
<u>1961</u>		
Agriculture	107,196	21.9
Services	280,762	57.4
Industry	<u>101,553</u>	<u>20.7</u>
Total	489,511	100.0

Note: Agriculture comprises farmers and farmworkers, hunters, fishermen and forestry workers.

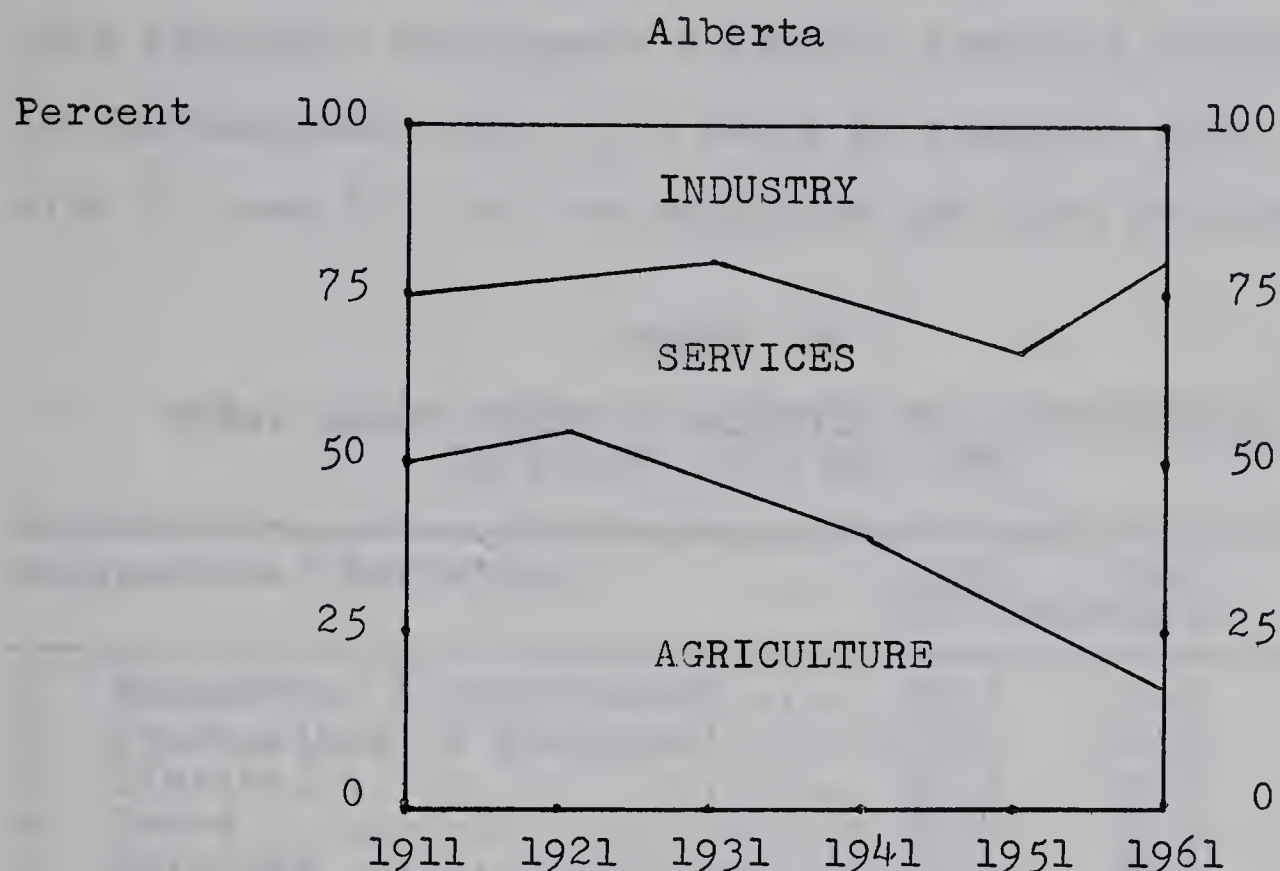
Industry comprises manufacturing, construction, mining and quarrying and utilities producing gas, water or general electricity.

Services comprises trade (wholesale and retail), finance, transportation, storage and communication, public administration and personal and professional services.

Source: Census of Canada, 1911-61, Alberta Bureau of Statistics.

FIGURE 2

PERCENTAGE DISTRIBUTION OF THE LABOR FORCE
BY ECONOMIC SECTOR - 1911-61



Source: Census of Canada 1911-61. Alberta Bureau of Statistics.

illustrate the distribution of the labor force among the three major sectors.

Table IV shows the trends in specific occupations. It is significant to note that the greatest change (99 per cent) has occurred in the Professional and Technical classification. This has significant implications for the development of post-secondary education. The new occupations require intelligence, training and education of a higher order than hitherto demanded. There appears to be decreasing opportunity in the economy for those possessing less than a Grade 12 education and the demands

of the future are likely to require an ever-increasing level of education. Dr. F. E. Whitworth²⁵ refers to the steadily rising education requirements for employment. He reports that education attainment presently averages sixteen years in professional jobs, 12.5 years in clerical jobs, compared with 8.5 and 8.2 for the unskilled and farm workers, respectively.

TABLE IV
TOTAL LABOR FORCE OF ALBERTA BY OCCUPATIONAL
DIVISIONS 1951 AND 1961

Occupational Divisions	1951 (In Thousands)	1961	Per Cent Change
1. Managerial & Proprietary	26.3	41.7	58
2. Professional & Technical	23.4	46.6	99
3. Clerical	29.3	55.3	89
4. Sales	22.6	31.6	40
5. Services	35.1	59.1	68
6. Transportation & Communication	26.3	28.3	8
7. Farmers & Farm Workers	115.1	104.2	- 9
8. Loggers and Related Workers ..	1.3	2.2	63
9. Fishermen, Trappers & Hunters.	1.0	0.8	-15
10. Miners & Related Workers	7.5	5.3	-29
11. Craftsmen, Production Process, and Construction Workers	47.2	83.4	77
12. Labourers (N.E.S.)	16.8	19.6	17
13. Not Stated	2.1	11.5	459

Source: Adapted from a table presented in "Population and Income Developments, Alberta, Western Canada and Canada," a paper prepared by E. J. Hanson for presentation to the Interprovincial Conference on Education and Human Resources, Montreal, 1966.

Source: D.B.S., Census of Canada, 1951 and 1961. The 1951 data includes persons in the labor force between 14 and 64 years of age; the 1961 data includes those between 15 and 64 years of age.

²⁵F. E. Whitworth, "Education and Manpower" (paper prepared for delivery to the College of Teachers, Charlottetown, Prince Edward Island), July, 1962, p. 6.

The Population Factor

A second factor that has relevance for educational needs is to be found in the growth, shifts and concentrations of population. Alberta is one of the fastest growing areas in Canada with a resultant increase in the number of people seeking education at all levels. While the total growth in population over the past fifteen years has been in the order of 60 per cent, the rural population has remained numerically stable and that sector classified as "farm population" has declined. There has been a dramatic shift from near equality between rural and urban population in 1951 to an urban population that is nearly double that of the rural areas in 1965. The growth and distribution of Alberta's population from 1951 to 1961 are illustrated in Table V. A further examination of the census figures reveals that approximately one-half of the Province's population resides in cities of over 100,000 people, that is in Calgary and Edmonton. Table VI presents data showing the growth and concentration of population in the five main centers in Alberta and shows that the proportion of the Provincial population residing in the cities has increased from 37.9 per cent in 1951 to 52.3 per cent in 1961.

The trends in population shifts, growth, and distribution have important implications for educational development in the Province, particularly at the post-secondary level. Greater provision of educational opportunities must be made to meet the

demands of the increasing population, a wider diversity of educational facilities must be provided to care for the needs of the new urban population, and post-secondary institutions should be established in the main centers of population concentration.

TABLE V
ALBERTA RURAL-URBAN POPULATION 1951 - 1961

	1951	1956	1961
<u>Total</u>	939,501	1,123,116	1,331,944
Male	492,192	585,921	689,383
Female	447,309	537,195	642,561
<u>Rural</u>			
Total	489,826	487,292	488,733
Farm	339,955	327,201	264,710
Non-farm	149,871	160,091	202,910
<u>Urban</u>			
Total	449,675	635,824	843,211
100,000+	288,691	451,453	605,342
10,000+	39,311	65,626	79,550
1,000+	121,673	121,745	158,319

Source: Dominion Census Reports. Alberta Bureau of Statistics, 1961.

TABLE VI
POPULATION OF MAIN CENTERS IN ALBERTA
1951 - 1956 - 1961

Center	1951 No.	% of Pop. of Prov.	1956 No.	% of Pop. of Prov.	1961 No.	% of Pop. of Prov.
Edmonton	175,000	18.6	251,004	22.4	337,568	25.3
Calgary	135,000	14.4	200,449	17.8	279,062	21.0
Lethbridge	22,947	2.4	29,462	2.6	35,454	2.7
Medicine Hat	16,364	1.7	20,826	1.9	24,484	1.8
Red Deer	7,575	0.8	12,338	1.1	19,612	1.5
Total	356,886	37.9	514,079	45.8	696,180	52.3

Source: Stewart, op. cit., p. 79.

Changing Values

A third force that is pertinent to post-secondary educational needs resides in changing sociological patterns and values of the people. The affluent society, the urban concentration of population, the demand for more highly educated people, increased leisure, improved transportation and modern methods of communication -- all influence the value system, attitudes and aspirations of groups of people and of individuals. There is a greater awareness of the value of education. There is also a trend toward upward mobility, as parents, who themselves have not had the advantage of higher education, desire that their children avail themselves of the perceived benefits. Inherent in this attitude is the quest for status and prestige. In reporting on a study of Vocational

Plans of Alberta Youth, Dr. D. A. Fair notes that in a majority of cases students responded that they had received strong encouragement from their parents to continue their education beyond high school. He concludes that, "These results suggest that the family is a powerful influence toward continuing education and is a transmitter of the societal message to 'get as much education as you can'."²⁶

At the same time, aspirations of young people themselves, appear to be oriented toward the continuation of educational experiences. The Fair Study indicates that 38 per cent of the grade twelve students who were questioned expressed the intention of entering a junior college or a university after high school graduation, while 13 per cent stated a preference for attending a technical institute. Fair says:

These results suggest that the majority of students have a greater sense of direction than is sometimes believed, and that they do see the merit of some form of training after high school before going into employment.²⁷

It is generally assumed that lack of finances has proved to be a serious barrier to the pursuance of higher education for many students. However, the people of Alberta are experiencing a period of prosperity with a relatively high standard of living and this has an influence on their attitudes,

²⁶D. A. Fair, "Post High School Plans of Alberta Youth" (paper prepared for presentation to the Guidance Section of the Calgary Teachers' Convention, Calgary, February, 1966), p. 10.

²⁷Ibid., p. 6.

aspirations and the value which they place upon higher education. It is significant that, when students who responded to the Fair Study were asked if the lack of money affected their choice of after school plans, nearly 90 per cent replied in the negative.²⁸ Lack of finances does not appear to be a major barrier to securing further education in Alberta at the present time, although it cannot be ignored as a deterrent for a significant number of students.

IV. ANALYSIS OF THE HIGH SCHOOL POPULATION

There has been a marked increase in Grade 12 enrolments in Alberta over the past ten years, from 7,220 students in 1955-56 to 21,781 students in 1965-66.²⁹ An analysis of these figures will define the composition of the high school output.

Retention

Much has been written about the high school drop-out and the resultant wastage of potential talent; campaigns have been waged exhorting youth to stay in school and continue their education. Although recent writings continue to stress the problem of high school attrition, encouraging progress has taken place in the last few years toward a higher level of retention in the schools of Alberta. There is a heightened

²⁸D. A. Fair, "Vocational Plans of Alberta Youth" (paper read at the Conference on Post-Secondary and Continuing Education, University of Alberta, Edmonton, November, 1966).

²⁹Alberta Department of Education Annual Reports.

recognition among young people that more education is desirable for most people in the society. The schools are now retaining a far greater percentage of pupils for longer periods than they did even a few years ago. Warren writes that, "The problem now is not so much what to do to prevent drop-outs as how to educate pupils who normally did drop-out."³⁰

The difficulties of following individual students through the school years cause problems in arriving at exact retention rates. However, comparisons of Grade 12 enrolments with those of Grade 9, three years previously, provide some measure of the holding power of the high school. The comparisons, of course, are distorted by migration of students into and out of the system, returnees, and the students who take a second year of studies in Grade 12. Table VII presents Grade 12 enrolments as a percentage of the Grade 9 figures of three years earlier and shows that Grade 12 enrolment has increased from 54 per cent of Grade 9 in 1954 to 87 per cent in 1965.

TABLE VII

GRADE 12 ENROLMENTS AS A PERCENTAGE OF GRADE 9
ALBERTA

Year	Grade 9	Year	Grade 12	Grade 12 as a % of Grade 9
1951	11,713	1954	6,345	54
1961	24,494	1964	20,172	82
1962	25,104	1965	21,781	87

Source: Compiled from the Annual Reports of the Department of Education.

³⁰Robert Warren, "A Blueprint for Secondary Education," Canadian Administrator. Vol. 1, No. 4, (January, 1962), p. 17.

Over the past fifteen years the Grade 12 population has been increasing in relationship to the total school population. During this period, Grade 1 enrolments rose from 21,900 in 1951 to 38,160 in 1965, an increase of 74 per cent. During the same period the increase in the total school enrolment was 109 per cent and that for Grade 12 was 249 per cent. The Grade 12 enrolment as a proportion of the total school population is given in Table VIII. It is shown that the Grade 12 enrolment increased from 3.73 per cent of the total school population in 1950 to 6.01 per cent in 1965.

TABLE VIII

GROWTH IN GRADE 12 ENROLMENT AS A PROPORTION
OF TOTAL SCHOOL POPULATION

Year	Grade 12 as % of Total School Population
1950	3.73
1955	3.27
1960	4.50
1961	4.60
1962	4.56
1963	4.96
1964	5.75
1965	6.01

Source: Compiled from Department of Education Annual Reports.

The Grade 12 Student Output

The proportion of Grade 12 students who qualify each year for the high school diploma is presented in Table IX. From 1961 to 1965 the percentage remained relatively constant at 51 to 56 per cent of the Grade 12 enrolment. This figure

increased to 67 per cent of the Grade 12 enrolment in 1966 because of changes in examination policies. Thus, until 1966, there were each year about 45 per cent of the Grade 12 class who failed to gain diploma standing. Included among these there may be many who could benefit from further educational experiences and some who will return to continue their education at a later date. For the majority of this number, this may well be the end of their educational career.

TABLE IX
HIGH SCHOOL DIPLOMAS ISSUED IN ALBERTA
1961 - 1966

Year	No. of Diplomas Issued	% of Grade 12 Enrolment
1961	6,715	51
1962	7,520	53
1963	7,806	53
1964	9,116	55
1965	11,304	56
1966	14,535	67

Source: Annual Reports of the Department of Education.

Of the diploma students, approximately 37 per cent qualified in 1966 for matriculation standing. The figures for a six year period are presented in Table X. The proportion of students who matriculate each year remains relatively constant at about one-quarter of the Grade 12 enrolment and less than one-half of the number receiving diplomas. This is the group of students who qualify for entry into the college and university academic programs under the present admission requirements.

TABLE X
HIGH SCHOOL MATRICULANTS IN ALBERTA
1961 - 1966

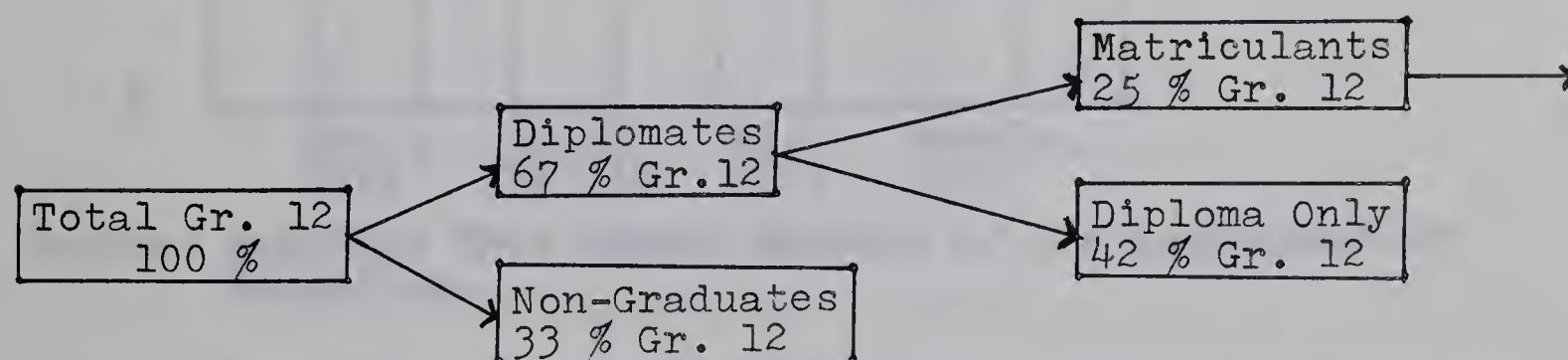
Year	No. of Matriculants	Matriculants as % of Diplomates	Matriculants as % of Grade 12
1961	3,202	48	24
1962	3,492	46	25
1963	3,710	47	25
1964	4,213	46	25
1965	4,588	40	23
1966	5,392	37	25

Source: Annual Reports of the Department of Education.

Figure 3 indicates **diagrammatically** that 67 per cent of the Grade 12 students graduated in 1966 and 25 per cent achieved matriculation. Thus, of the total Grade 12 population in 1966, 75 per cent failed to gain matriculation standing.

FIGURE 3

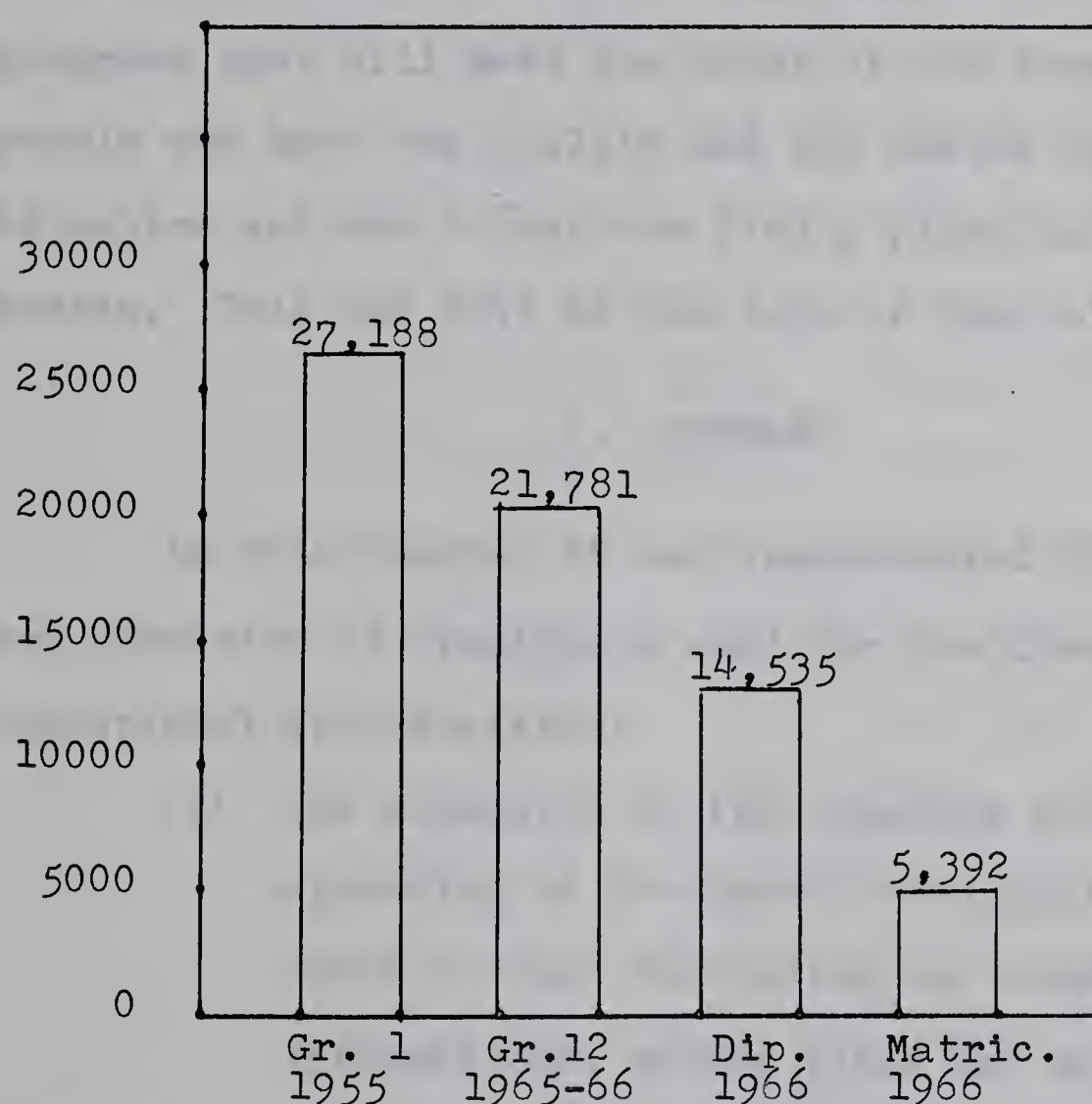
GRADE 12 POPULATION
ALBERTA 1965 - 1966



Source: Compiled from Annual Reports of the Department of Education.

The data presented in Figure 4 shows that, of 27,188 students enrolled in Grade 1 in 1955, 21,781 reached Grade 12, 14,535 received the diploma, and 5,393 obtained matriculation standing in 1966.

FIGURE 4

OUTPUT OF ALBERTA HIGH SCHOOLS
1966

Source: Compiled from Annual Reports of the Department of Education.

The large numbers of young people emerging from the high schools who will not, for various reasons, proceed to the universities, technical institutes, schools of nursing, and so forth, must be educated in order to play a productive

role in society. Reference to Table IV, page 35, provides some indication of occupational trends in Alberta. Further educational opportunities for the high school output should be considered in relationship to these changing patterns of employment. While the established institutions satisfy the educational requirements of a number of students, something more is needed to provide a wide range of educational programs that will meet the needs of the thousands of young people who have the ability and the desire to continue their education and who do not now find a place in the existing system. This may well be the role of the college.

V. SUMMARY

In this chapter it was demonstrated that three forces are operative in creating a need for the upward extension of educational opportunities:

- (1) The expansion of the Canadian economy demands an upgrading of the level of education of the labor force so that the nation can compete in the international market place and maintain its relatively high standard of living. Data were presented to show that there tends to be a positive relationship between economic growth and the level of education of the labor force. This was illustrated by examining comparisons between Canada and the United States and by looking at

relationships, in terms of income and educational level, of the labor force among the Canadian provinces.

- (2) The changing socio-economic trends in the Province of Alberta require the provision of diversified educational opportunities. Data were presented to show that there has been marked change in employment patterns from agricultural to services occupations, that there has been a dramatic shift from a basically rural population to a predominantly urban one, and that there is evidence of emerging attitudes that place a higher value on education.
- (3) The mounting numbers of students, the increased retention rates, and the aspirations of students to attain higher levels of education emphasize the need to provide greater opportunities for continued education beyond high school. Data were presented to show that 87 per cent of the students who were registered in Grade 9 in 1963 reached Grade 12 in 1966 and that these represented about 6 per cent of the total school population. Of the 21,781 Grade 12 students enrolled in 1965-66, it was indicated that 67 per cent received diplomas and 25 per cent gained matriculation standing. Although the proportion of students who receive the diploma has been increasing during the last six years, the

percentage of those who receive matriculation standing has remained constant during the same period. The data illustrate that 75 per cent of Grade 12 students in Alberta high schools do not achieve matriculation standing each year.

CHAPTER III

SOME APPROACHES TO THE PROVISION OF POST- SECONDARY EDUCATION

I. INTRODUCTORY STATEMENT

Aware of the forces that are exerting pressures for the upward extension of educational opportunities, educators in Canada are seeking means for providing the kinds of post-secondary educational opportunities that will best meet the needs of their various situations. While the approaches to the problem differ from province to province, there is a tendency to look to the experience in the United States in the development of two-year colleges as a guide to planning. There appears to be common acceptance of the need to provide a new, comprehensive and flexible organization as part of the formal educational pattern. In this section of the study some of the approaches to the provisions of post-secondary education in selected situations will be examined in order to provide a background for the analysis of the problem as it exists in Alberta. From an interpretation of this material a taxonomy of significant college characteristics will be developed.

II. THE APPROACH IN QUEBEC

Proposals for post-secondary education in Quebec were

outlined in the Report of the Royal Commission of Inquiry,³¹ released in 1964. The Report proposes that education through the thirteenth year should be encouraged by establishing a level of education, complete in itself, of two years duration after the eleventh year, that is, after the end of the secondary course. The organization and content of the program would be clearly separate from the secondary school courses and from higher education. The program would be comprehensive in character and would be labelled 'pre-university and vocational education'; it would be offered in institutions called 'Institutes'.

The adoption of this proposal would establish a unique, comprehensive institution extending public education to the thirteenth year. It would create a rung on the educational ladder, administered by the Department of Education through an appointed public corporation, permitting a large measure of autonomy in developing a program to meet the needs of the local area. The courses would be preparatory for higher education, and terminal in general and vocational education. All students preparing for higher education' would spend two years in an Institute.

At a higher level it is proposed that there be established Limited Charter Universities offering three-year programs leading to the Bachelor's degree, and Centers of University Studies that would provide the first year or the first two years of university work.

³¹Report of the Royal Commission of Inquiry on Education in the Province of Quebec, Part Two A, "Structures and Levels of Education" (Quebec: Queen's Printer, 1964).

III. THE APPROACH IN ONTARIO

The Ontario Department of Education Amendment Act of 1965 provides for the establishment of Colleges of Applied Arts and Technology -- a new level and type of education.³² The Colleges will provide courses beyond, and not suited to, the secondary school level, planned to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and designed to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.

Norman Sisco offers the following explanation:

We're trying to develop a flexible program to meet as many needs as we can, for the person who isn't university-oriented, offering a new chance to the drop-out and to the man who needs further retraining, to the adult who wants further education, to the person on shift-work and to the person who needs pre-employment courses just to bring him to the level he needs to get a job.³³

The program is largely vocationally-oriented but with a general education core. While there is no emphasis on a university transfer program, there is provision in the Act for a governing board to enter into agreement with a university for the conduct in the College of programs leading to a degree.

³²For a statement by the Minister of Education, see Colleges of Applied Arts and Technology - Basic Documents (Produced by the Information Branch, Ontario Department of Education, 1966).

³³As reported by Margaret Gayfer, "Multi-level 'Mix' Core of Ontario's New College Plan," School Progress. Volume 35, Number 7, (July, 1966), p. 22.

Colleges are divorced from the university system and come under the jurisdiction of the Department of Education with administration through an appointed Board.

The basic aim of the College is to provide programs that will improve a person's chances for employment. The programs are designed, largely, for Grade 12 students who do not plan to proceed to university and they do not provide a link in the educational ladder. The Grade 13 year, while it continues, will be part of the secondary school system, designed for the university-bound student. Concurrent with the development of the new Colleges, expansion is taking place at the university level with the establishment of new universities.

IV. THE APPROACH IN BRITISH COLUMBIA

The expansion of opportunities for higher education in British Columbia was recommended in the Macdonald Report of 1962.³⁴ The approach differs in some aspects from that of Quebec and Ontario. British Columbia has made provision for a balanced system of post-secondary education that includes institutes of technology, colleges and universities.

The establishment of district and regional colleges is provided for under the Public School Act Amendment Act

³⁴Macdonald, op. cit.

of 1965.³⁵ The underlying philosophy is to provide within a single milieu a variety of educational opportunities for students of different abilities, talents and interests. According to this approach, a college should be regarded as a unique educational setting wherein academic and technical fields can be merged in ways not open to other post-secondary institutions. The emphasis is placed on the unique character and flexibility of the college; it should be distinctly different from a university and should not seek to be imitative.

The college curriculum covers two broad areas, namely, tuition in first and second year university work, and technical and other courses related to the expressed needs of the community served by the college. The aim is to meet the need for a diversity of educational opportunities for young people of differing abilities and skills.

The newly opened Selkirk College, located at Castlegar, exemplifies the basic philosophy of the college system in its programs. Required by statute to offer first and second year university courses, it is authorized to offer additional courses as well. This it attempts to do in a truly comprehensive program of interrelated transfer and terminal courses. The College Calendar states that:

³⁵For a description of the system, see The Role of District and Regional Colleges in the British Columbia System of Higher Education, a brochure prepared by The Academic Board for Higher Education in British Columbia, Vancouver, 1965.

By adhering to this broad intention, the College can promote a distinctive type of higher education that will not only offer exceptional educational opportunities for the young people of the province, but will serve also to counteract the false distinction that is commonly drawn between academic and technical education.³⁶

Students are admitted on a broader basis than that adopted by other institutions of higher education in the Province. The general requirement for admission is graduation in a senior secondary school program. However, provision is made to admit promising mature students and, under certain circumstances, students who may be deficient in some high school graduation subjects. While academic courses do not parallel university courses, they are designed to permit ease of transfer to the universities.

The Regional Colleges in British Columbia enjoy a high degree of autonomy and do not have university affiliation; at the same time the policy of articulation facilitates movement between institutions. Created under the authority of the Department of Education, the Colleges are administered by an appointed Regional Council.

V. THE EXPERIENCE IN THE UNITED STATES

The development of the two-year college in the United States has been one of the most significant educational move-

³⁶Selkirk College Calendar 1966-67, Volume 1 (Castlegar, British Columbia: Selkirk College), p. 12.

ments during the past few decades. Post secondary colleges exist in a variety of forms and names and there are presently over 700 colleges, located in most of the states. The tremendous expansion in this segment of higher education in recent years is evidence of the viability of the two-year colleges and of the significant role that they have come to play in the American educational system. While the college programs differ in emphasis, there is a certain theoretical, common base as expressed in the Second Report to the President, 1957:

The expansion of the '2-year College' has been one of the most notable developments in post-school education in twentieth century America These (institutions) respond to the increasing demand for a greater variety of more accessible training and education, while at the same time helping other colleges and the universities to concentrate a greater proportion of their energies than would otherwise be possible on upper division, graduate, and professional work Community colleges are not designed, however, merely to relieve enrolment pressures on senior institutions. They have a role and integrity of their own. They are designed to help extend and equalize opportunities to those who are competent and who otherwise would not attend college, and to present a diversity of general and specialized programs to meet the needs of diversified talents and career goals.³⁷

Many of the states have conducted studies on the needs of higher education and there exists a significant body of literature in the field. A few examples of the writings will

³⁷Second Report to the President (Dwight D. Eisenhower).
The President's Committee on Education Beyond the High School
(Washington: U.S. Government Printing Office, July, 1957).

be selected to illustrate some opinions held by educators on the role of the two-year college in the educational spectrum.

Two standard works by pioneers in the college field are The Junior College³⁸ by Walter Eels and The Community College³⁹ by Jesse P. Bogue. A much quoted reference which gives full support to the community college movement is The Report of the President's Commission on Higher Education, 1947.⁴⁰ Another useful resource is the Fifty-fifth Yearbook of the National Society for the Study of Education, Part I,⁴¹ which contains articles by some fifteen educators on various aspects of the junior college, all of which imply faith in the role of this institution in higher education. The consensus of the contributors is summed up by Johnson, one of the authors:

The needs of our youth and of adults, those of our nation and of our communities, clearly call for an increase in education beyond high school. The public junior college is uniquely qualified to contribute to meeting many of those needs in the home communities of students.⁴²

³⁸Walter Eels, The Junior College (Boston: Houghton Mifflin Co., 1931).

³⁹Jesse P. Bogue, The Community College (New York: McGraw-Hill Book Company, 1960).

⁴⁰Higher Education for American Democracy, Volume I, Establishing the Goals. A Report of the President's Commission on Higher Education (Washington: Government Printing Office, 1947).

⁴¹Fifty-fifth Yearbook of the National Society for the Study of Education, Part I (ed. Nelson B. Henry), (Chicago: University of Chicago Press, 1956).

⁴²B. Lamar Johnson, "A Look to the Future," Ibid., p. 319.

According to Hillway,⁴³ the community college is founded upon the belief that individual differences among people require variations in the type of training offered and such training is provided best by the junior college. Although admitting that many people view the junior college as "a pariah, an unwanted untouchable flaunting its shoddiness in a realm of respectability", Reynolds⁴⁴ believes that the college has firmly established itself in the education system both quantitatively and qualitatively. McConnell⁴⁵ is of the opinion that the record and potentialities of the junior college justify the great expansion that is taking place. He points, in illustration, to the Florida program which envisages twenty-seven junior colleges, many of which are already in operation.

Not all writers are prepared to accept, without reservation, the role of the two-year college in the system of higher education and they feel that many questions remain to be answered. One of the foremost students of the junior college movement, Leland L. Medsker,⁴⁶ supports the opinion

⁴³Tyrus Hillway, The American Two-Year College (New York: Harper and Brothers, Publishers, 1958), p. 258.

⁴⁴James W. Reynolds, The Junior College (New York: The Center for Applied Research in Education, Inc., 1965), p. 101.

⁴⁵T. R. McConnell, A General Pattern for American Public Higher Education (Toronto: McGraw-Hill Book Co., Inc., 1962), pp. 123-125.

⁴⁶Leland L. Medsker, The Junior College: Progress and Progress (Toronto: McGraw-Hill Book Co., Inc., 1960), pp. 17-28.

that the two-year college is likely to play an increasing role in post-high school education in the United States because of the social forces impinging upon it. However, he is concerned about the achievement of purposes in the transfer program, as many students so enrolled do not, in fact, transfer. Blocker, Plummer and Richardson⁴⁷ in analyzing the relationship between the two-year college as an institution and the society which it serves, caution that the two-year college will not by itself, induce the millenium, in spite of the extravagant claims made for it. They point to the need to raise the status of the technical program vis a vis the transfer program.

In the Open Door College, Burton Clark⁴⁸ discusses the dilemma posed by easy access to college and the maintenance of academic standards. He postulates that the junior college performs an important "cooling-out function" that permits "latent terminal" students to consider realistic alternative programs.

While prepared to admit that weaknesses may indeed exist and that many problems remain to be solved, most proponents of the two-year college movement accept the following basic underlying principles as enunciated by Reynolds:

⁴⁷Clyde E. Blocker, Robert H. Plummer and Richard C. Richardson, Jr., The Two-Year College: A Social Synthesis (Englewood Cliffs: Prentice-Hall, Inc., 1965), pp. 286-287.

⁴⁸Burton R. Clark, The Open Door College - A Case Study (Toronto: McGraw-Hill Book Company, 1960), pp. 160-161.

To make higher education available to qualified students of all ages, all social classes, all varieties of ability; to develop a sufficient variety of curriculum to meet the educational needs, at this level, of the community and of the individual students; to provide counselling and guidance services to help students choose appropriately from the available offerings; to devote concerted attention to effective teaching; and then to require the highest standards of achievement of its students.⁴⁹

Brief reference will now be made to the development of the system of junior colleges in the State of California, to illustrate one approach to post-secondary education in the United States.

California

The California Master Plan of 1960⁵⁰ laid out a differentiated and co-ordinated plan of public education encompassing a tripartite system composed of junior colleges, state colleges, and the University of California. The California system of junior colleges is the oldest and largest (74 colleges) in the United States and provides a model for system builders.

In California it is intended that colleges shall be distributed so that higher education will be accessible to every student in the State. The program permits a student

⁴⁹Reynolds, op. cit., pp. 160-161.

⁵⁰A Master Plan for Higher Education in California, 1960-1975 (Sacramento: California State Department of Education, 1960).

from any area to attend any college in the State. All high school graduates must, and high school drop-outs over eighteen years of age may, be admitted to junior colleges. Although the top eighth of high school graduates are eligible for the University and the top third for the State Colleges, 70 per cent of all freshmen are enrolled in junior colleges. No fees are levied on California residents.

The "open-door" policy makes it necessary to provide a variety of courses for a heterogeneous group of students. As a result, the California program can be described as multipurpose or comprehensive. Every junior college provides three general types of education programs:⁵¹

- (1) Vocational and technical programs that can be completed in three years or less.
- (2) General or liberal arts programs that are suitable for transfer to higher institutions or that will serve those who wish to extend their personal and civic competence.
- (3) Community education programs designed to meet the interests or needs of all persons in the community.

In California, the junior college system is a legal extension of secondary education, designed to integrate the colleges with the high schools. However, the colleges are considered to be a partner in higher education. Legally, the junior colleges come under the jurisdiction of the department

⁵¹Emil O. Toews, "The Present Status of Junior College Education in California," California Education, Vol. II, No. 9, (May, 1965).

of education. Local controls are in the hands of the governing board of the district, and a high degree of autonomy prevails.

VI. A TAXONOMY OF SIGNIFICANT COLLEGE CHARACTERISTICS

An analysis of the foregoing approaches to the establishment of colleges reveals a number of characteristics that have significance for planners in this area. While not all characteristics apply to every situation, the following list has general applicability:

- (1) Comprehensiveness -- diversity of programs offered.
- (2) Community-orientation -- programs based on local needs and interests.
- (3) Open-door admission policy -- a degree of freedom of access to all who require and can benefit from further educational opportunities.
- (4) Geographical accessibility -- made possible by decentralization of facilities.
- (5) Financial accessibility -- small or no tuition fees.
- (6) Local control of policy -- majority of governing board representative of the locality.
- (7) Autonomy -- opportunity for a degree of self-determination, free of external restrictions.
- (8) Program flexibility -- ease of transfer between programs.
- (9) Program integration -- merged basic programs to

minimize the dichotomy between vocational and academic programs.

- (10) Articulation -- ease of transfer to and from other institutions and into business and industry.
- (11) Provincial financial support -- major source of financial support is the State.

VII. SUMMARY

An examination of the approaches to the provision of post-secondary education in Quebec, Ontario, British Columbia, and California has revealed a common general objective: to provide more opportunities for post-secondary education for more people. It was shown that there has been a common attempt to establish diversified programs for people with a wide range of abilities, talents and interests. There are, of course, differences in specific objectives and programs, in types of institutions, in the student corpus and the fee structure, in the level of control and the source of financial support, and in the degree of autonomy enjoyed by the institutions. The British Columbia plan bears some resemblance to the California system, although in the former plan the student has a greater degree of freedom in choosing the particular institution he will attend. The Ontario plan does not provide a step on the higher education ladder, as does the Quebec proposal, but tends to be terminal in character. This brief survey indicated general agreement that substantial benefits can accrue from a well planned system of post-secondary two-year colleges --

both to the individual and to society. Arising from consideration of the approaches to post-secondary education discussed in this chapter, a taxonomy of significant college characteristics was drawn up. This classification will be referred to later in the study when a college criteria statement is discussed.

CHAPTER IV

A SURVEY OF LEGISLATION, REPORTS, AND RECOMMENDATIONS PERTAINING TO THE ESTABLISHMENT OF COLLEGES IN ALBERTA

I. INTRODUCTION

Over the period of the past fifteen years educators in Alberta have evinced an awareness of and a concern for the need to provide post-secondary educational opportunities for more of the youth of the Province. During this period legislation has been enacted, surveys have been conducted, reports have been prepared, and conferences have been held -- all focusing on the need for the establishment of colleges designed to meet educational requirements beyond the high school level. To understand the current approach to post-secondary education it is helpful to examine the documents that are extant on the subject. Such an examination should be an aid in clarifying the basic philosophical objectives and the intent of those who are responsible for providing the structure of a system of colleges in the Province. A chronological survey of legislation, reports, and recommendations that are relevant to the establishment of colleges in Alberta is presented in this chapter.

II. LEGISLATION AND REPORTS

An Act Respecting the University of Alberta

The earliest reference to a college in Provincial legislation appears in the original University of Alberta Act. In 1910 the Provincial Legislature passed an Act Respecting the University of Alberta⁵² which provided for the affiliation with the University of any institution or college in the Province established for the promotion of any other useful branch of learning.

The Establishment of Lethbridge Junior College

The first positive move to investigate the need for a public junior college in Alberta occurred in the Lethbridge district. As a result of local initiative, in 1951 S. V. Martorana⁵³ submitted a report to the Lethbridge School Board based upon a survey of the feasibility of establishing a community college in the Lethbridge area. Martorana stressed the importance of local lay participation in the development of college facilities. He recommended that a new educational institution, in the form of a community college, be established for the city and area of Lethbridge. Martorana proposed that a thirteen year program be instituted as a part of the public school program in Lethbridge and that the new program should

⁵²An Act Respecting the University of Alberta (Chapter 42, 1910) (Edmonton: The Queen's Printer, 1910).

⁵³S. V. Martorana, A Community Plan for Lethbridge, Alberta (Lethbridge: Collegiate Institute, 1951).

be a composite one embodying a full scope of offerings for both youth and adults in the community. Martorana foresaw the need for the following kinds of educational services in the Lethbridge locality:

- (1) Courses which would transfer to a higher educational institution and count toward an academic degree.
- (2) Offerings which would develop an occupational competency and lead directly to employment.
- (3) Programs of a varied nature which would enable a student to explore different areas and arrive at one which fits his particular attitudes and interest.
- (4) Offerings of many types for adults in the locality who wish to study part time.

The University of Alberta approved the affiliation of Lethbridge Junior College and the Legislature passed permissive legislation to establish the College in 1957. The following year the College opened its doors and subsequently added second-year university-level courses to its program. The history of the development of Lethbridge Junior College has been recorded in a thesis written by Markle.⁵⁴

The original intent in the Lethbridge approach was to establish a community college as recommended in the Martorana Report of 1951, and this has been achieved with some measure of success. The underlying philosophy supported an approach embodying the following characteristics: an extension of the public school system, community initiation and involvement,

⁵⁴Markle, op. cit.

comprehensive programs, minimum fees for students of the participating districts, affiliation with the university, and close articulation with the high schools, the University and the community.

The Alberta School Act.

Provision for the establishment of colleges within the public school system was made when the Alberta School Act, An Act Respecting Schools,⁵⁵ was assented to by the Provincial Legislature on April 10, 1952. Section 178 of the Act stipulated that:

- (3) The board of a non-divisional district or of a division, upon consent in writing of the Board of Governors of the University of Alberta and the approval of the Minister of Education may,
 - (a) establish a college in affiliation with the University of Alberta in which may be taught subjects of University level not higher than that commonly accepted for credit for the first two years of an Arts course or other subjects of a general nature beyond high school:
 - (b) maintain and administer the College.

This Act made legal provision, within the public school system, for the establishment of colleges in Alberta, affiliated with the University, and offering comprehensive programs beyond the high school level. Initiating action for the establishment of a college was placed in the hands of the local school authority.

⁵⁵The Alberta School Act - An Act Respecting Schools (Chapter 80, 1952) (Edmonton: The Queen's Printer, 1952).

The Public Junior Colleges Act

In the year following the establishment of Lethbridge Junior College steps were taken to draft an Act pertaining to junior colleges in Alberta. In 1958 the Legislature promulgated The Public Junior Colleges Act - An Act to Provide for the Establishment of Public Junior Colleges.⁵⁶ The Act, as later amended, states that:

- (3) Junior colleges may be established and operated pursuant to the Act for the purpose of teaching
 - (a) subjects of university level not higher than the level commonly accepted for the first year beyond university matriculation in a course leading to a bachelor's degree.
 - (b) with the approval of the university with which it is affiliated subjects in a course of study for a year other than the first year beyond university matriculation, and
 - (c) other subjects of a general or vocational nature not provided in the high school curriculum of the Province.

The following sections of the Act are also deemed relevant to this study:

- 5. (1) No junior college may be established unless
 - (a) the Minister has given his consent thereto, and
 - (b) the Board of Governors with which the college is affiliated has approved, in writing, the affiliation of the junior college with the university.

⁵⁶The Public Junior Colleges Act - An Act to Provide for the Establishment of Public Junior Colleges (Chapter 64, 1958) (Edmonton: The Queen's Printer, 1958).

6. (5) A junior college may bear such name as may be approved by the Minister, but the name shall include the words "Junior College".
11. (1) A college board shall consist of the following members:
- (a) two members appointed by the school board which proposed the junior college.
 - (b) one member for each of the other participating school boards to which clause (c) applies.
 - (c) with respect to each school division that participates in the junior college, one member representing all of the participating school boards of separate school districts within the lands comprising the school division and elected pursuant to sub-section (2).
30. The revenues of a college board shall be derived from
- (a) grants that may from time to time be made available to it by the Government of Canada or by the Government of the Province,
 - (b) gifts or grants of lands, moneys or securities from any source,
 - (c) tuition fees paid by or on behalf of students attending the junior college or taking instruction therefrom, and
 - (d) payments made to the junior college by the school boards sponsoring the college and made pursuant to section 31.
31. (1) The school boards that are sponsoring the operation of the junior college shall pay annually to the college board for the first and second year in which the college operates such sums as are set out in the order incorporating the junior college.
- (2) In the third and subsequent years of the operation of the junior college, the school boards that are sponsoring the operation of the junior college shall pay in quarterly

instalments to the college board such sums as may be determined in accordance with a formula approved by the Lieutenant Governor in Council that may be prepared from time to time by the college board.

34. A college board shall, so far as it is within the power of the board, provide

- (a) courses of study for students who require one year of university training beyond University of Alberta matriculation,
- (b) day courses of a general or vocational nature,
- (c) evening courses of an academic, vocational, cultural or practical nature, and
- (d) short courses or institutes to meet the needs of special interest groups.

35. (1) Students desiring to attend a junior college for university courses shall be required to meet such admission requirements as may be prescribed by the university with which the junior college is affiliated.

- (2) All other students and persons desiring to take instruction or courses at a junior college may be permitted to attend the college or take instruction or courses therefrom subject to such rules as may be made in respect thereof by the college board.

37. (1) A college board may engage instructors of university courses, whether full-time or part-time, but each instructor shall first be approved by the university with which the college is affiliated.

- (2) A college board may engage instructors for courses other than university courses, whether full-time or part-time.

38. This section of the Act deals with teachers and states that an instructor in possession of a valid teaching certificate is a teacher for purposes of the relevant Acts. It further states that instructors

who are members of the Alberta Teachers' Association may negotiate salaries with the college board in the same manner as is provided by The School Act with respect to a school board and its teachers. Those instructors who are not members of the Alberta Teachers' Association shall negotiate with the college board.

46. (1) The Lethbridge Junior College heretofore established pursuant to The School Act shall be deemed to have been established pursuant to this Act and the Board of Trustees of Lethbridge Junior College, upon the coming into effect of this Act, shall be a college board within the meaning of the Act.

It is apparent that the intent of the Act was to make provision for the establishment of colleges that would offer comprehensive programs beyond the high school level. The Act dictates that a high degree of university control will be maintained through affiliation, through approval of faculty for university level programs, and through prescribed admission standards for academic courses. The Act further provides for a governing board composed of members appointed by and representing the participating school boards.

Report of the Royal Commission on Education

In 1959 a Royal Commission on Education was established to inquire into the state of education in Alberta. Chapter 19 of the Commission's Report⁵⁷ deals exclusively with the

⁵⁷Report of the Royal Commission on Education in Alberta (Edmonton: The Queen's Printer, 1959).

Community College. The Commissioners state that,

If the Community College is to develop as an integral part of Alberta's educational system, it must be conceived as an outgrowth or evolution from existing institutions rather than as a radical departure from them. Indeed, the Community College as such is clearly related to various "schools" now operating in Alberta.⁵⁸

The Community College was seen to provide a new link between the secondary school and the vocational school for the non-professional group. The programs would be planned to meet the variety of needs of service industries and skilled trades and would include core subjects, at whatever level of capacity the student possessed. They would qualify students for the high school diploma.

The Commission was of the opinion that the development of purposeful community colleges would depend upon adherence to the three related principles of: decentralization, coordination, and regional administration. The Report proposed the following recommendations:

Recommendation 120: That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centers to be known as Community Colleges.

Recommendation 121: That a suitable inter-departmental body be established to coordinate the respective educational programs of the departments involved.

Recommendation 122: That the Department of Education be designated to act as the sole governmental agency dealing with the expanded public school system.

⁵⁸Ibid., p. 153.

Recommendation 123: That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a community college be established at recommended locations.

Recommendation 124: That legislation relating to community colleges provide for their control by regionally elected boards.

Recommendation 125: That legislation concerning community colleges provide for a Regional Advisory Committee upon which shall sit competent representatives of the various vocations and trades related to college programs.

The Report set forth clearly the purposes which the Community College was meant to achieve. It was intended to decentralize the educational facilities for vocations and trades, to enlarge the availability of these and other high quality programs for the youth of the Province and -- through increased local initiative and responsibility -- to provide for all ages a diversity of programs not likely to be available in highly centralized systems. The particular function of the Community College was seen to be to bring vocational and other special "non-academic" programs into the public school system. The Community College would be concerned with extending the facilities for the training of the non-professional and the semi-skilled. The Commission distinguished between the Junior College and the Community College. It suggested that the latter should not offer university courses but concern itself primarily with developing the middle range of educational offerings, filling a gap between the public schools and the university and schools of technology. The Report further proposed:

Recommendation 126: That community college courses be integrated with the high school program and lead towards the high school diploma, and

Recommendation 127: That the inauguration of a Community College program be contingent upon devising a master plan for its integration with programs offered elsewhere in the region.

The Report suggested that prerequisites to entry should be varied and governed by the nature of the program undertaken. It was further suggested that the school year should be flexible and organized on the quarter system. The Report proposed that minimum age of entry into the Community College should be set at fifteen years.

The Report recommended that the Community College should be eligible for regular school grants. The college board would be responsible for raising the funds required for instruction, administration and maintenance.

Recommendation 128: That the Province finance all buildings and capital items of equipment, and maintain the buildings in good repair. It was further proposed that students should be eligible for education at public expense up to age 21 years or for a total of twelve years of schooling, whichever is first. No tuition fees should be levied.

Summary of the Report of the Royal Commission. Although the Report indicated a continuing concern on the part of the Commissioners for the provision of expanded educational opportunities, it was not consistent with some of the views that had been expressed previously. The Commission supported the development of Community Colleges, located regionally throughout the Province, and controlled by regionally elected boards. The Commissioners felt that there should be co-ordination

of all educational facilities through a governmental agency. However, their concept of the Community College differed in some respects from that envisioned in the Public Junior Colleges Act. The Community College was seen by the Commissioners to be a part of, or an outgrowth of, the high school system rather than a radical new departure from it. According to the Report, the college should not concern itself with university courses, but should focus upon vocational and non-academic programs to meet the needs of the non-professional and semi-skilled. The high school diploma would be the goal of the student. It was suggested that the admission policy should be flexible and varied to meet the demands of different groups; a minimum age would be established for entry. The Commission supported: the provision of programs not available in other institutions, local involvement, integration with the high schools and with business and industry, the devising of a master plan for establishing colleges throughout the Province, free tuition, and a large measure of Provincial financial support. It further suggested that there should be two kinds of instructors: vocational teachers and those who possessed full academic qualifications. The Commissioners appear to have been more concerned with providing programs to supplement those of the high school than with post-secondary education.

Reports of The Survey Committee on Higher Education

The Survey Committee on Higher Education in Alberta,

a joint committee of Government and University officials, was formed in the spring of 1961. The purpose of the Committee was to inquire into and report on all those problems and matters which might bear on the future growth and development of the programs of higher education in Alberta with particular emphasis on the evolvement of the best possible policies consistent with greatest economy in operation. To date the Committee has prepared four Interim Reports of its activities in 1961, 1963, 1965 and 1966.⁵⁹ Those parts of the Reports dealing with Junior colleges are given below:

First Interim Report - 1961. The Committee felt that Junior Colleges should have three basic functions:

- (1) To take pressure off the University in the freshman year (and perhaps in the sophomore year).
- (2) To provide terminal courses for students not wishing to or not qualified to advance to the University.
- (3) To provide the facilities for much of a community's adult education program.

The Committee was of the opinion that a Junior College Program has the following advantages:

- (1) It takes the University to the small community and closer to the student's home.
- (2) It permits the High School and Junior College to complement and supplement each other.

⁵⁹Survey Committee on Higher Education in Alberta, First, Second, Third and Fourth Interim Reports (Edmonton: University of Alberta, 1961, 1963, 1965, 1966).

- (3) It provides a good opportunity for adult education at a college level.
- (4) It permits variation to meet local needs.

The Committee recommended the following:

- (1) In centres of population large enough to attract a sufficient number of post-high school students School Boards should be encouraged to establish Junior College Programs as a part of their local school systems. These Junior Colleges should be affiliated with the University. The University and the Department of Education should render technical advice in formulating plans and in making preparations for the operation of such colleges.
- (2) Providing they can meet the standards approved by the Board of Governors of the University, private schools should be encouraged to affiliate with the University and offer courses in the first year, or the first and second years of University work.

Second Interim Report - 1963. In its Second Interim Report the Committee stated that, while the extension of Junior Colleges may remove some of the enrolment pressures on the University, this should not be regarded as the major function of such colleges. The Committee felt that the main purpose of the junior college is to make higher education more rapidly available to the people of Alberta so that the total number of students enrolled in post-high school institutions will be greater than if junior colleges were not in existence.

The Committee reiterated the recommendations pertaining to junior colleges contained in its first Report.

Third Interim Report - 1965. The Committee reviewed the development of junior colleges in the Province and restated

its earlier recommendations for the expansion of the Junior College program.

Fourth Interim Report - 1966. In its Fourth Report the Committee made no additional recommendations to those previously presented.

It is important to note that the Committee has continued over a period of five years to endorse its original recommendations pertaining to the establishment of junior colleges. It has supported the principles of extending educational opportunities to more people by decentralizing facilities, by offering comprehensive programs and by variation to meet local needs. The Committee changed its statement of purpose of the colleges from the need to take the pressure off the university to the need to make higher education available to more people in Alberta. The Committee was consistent in its recommendation that the colleges should be affiliated with the universities.

An Act to Authorize Assistance to the University of Alberta and to Junior Colleges and Subsequent Amendments

The University and Colleges Assistance Act,⁶⁰ passed in 1964, and amended in 1965 and 1966⁶¹ made provision for annual grants to colleges on the following basis:

⁶⁰An Act to Authorize Assistance to the University of Alberta and to Junior Colleges (Chapter 102, 1964) (Edmonton: The Queen's Printer, 1964).

⁶¹An Act to Amend the University and College Assistance Act (Chapters 96 and 106, 1965 and 1966) (Edmonton: The Queen's Printer, 1965, 1966).

7. (a) The sum of six hundred and fifty dollars for each student ordinarily resident in Alberta who is enrolled in university courses acceptable to the university with which the college is affiliated as constituting a full year's work toward a degree and who is enrolled on the first day of December in that year or on such other date as may be fixed by the Lieutenant Governor in Council.

10. Part B of the Schedule, as amended, substitutes the following:

- (1) There shall be paid to a public junior college in respect of each student referred to in clause (a) of sub-section (1) of section 5
- (a) the sum of six hundred and seventy-five dollars when the major number of courses being taken by the student are first year courses, and
 - (b) the sum of nine hundred dollars when the major number of courses being taken by the student are beyond first year courses.

The Act also provides for capital grants by the Legislature for the purpose of the Junior College, at the discretion of the Lieutenant Governor in Council; a sum not exceeding ninety per cent of the cost of the project insofar as it has been declared eligible. Private Junior Colleges are also eligible for the capital grant.

Special Study on Junior Colleges

In 1965 Dr. Andrew Stewart was commissioned to undertake a special study on junior colleges in Alberta.⁶² Included in the terms of reference to Dr. Stewart was the direction to

⁶²Andrew Stewart, A Special Study on Junior Colleges (Edmonton: The Queen's Printer, 1966).

ascertain:

- (a) the proper role of the junior college,
- (b) the procedure by which it is formed and financed,
- (c) the course of development and growth.

In his study, Stewart saw the need for establishing a new kind and level of educational institution within an appropriate framework, the functions of which would be attached neither to the schools nor to the universities. According to Stewart the problems to be resolved in introducing such an institution would be:

- (1) The Achievement of a consensus and definition of the purposes to be served.
- (2) Determination of the specific programs to be offered.
- (3) Articulation with the schools.
- (4) Articulation with the universities.
- (5) Responsibility for adult continuing education.
- (6) The location, organization and government of the new institution.
- (7) Financing the new kind and level of education.

The following excerpts from the Report summarize Stewart's opinions and proposals:

- (a) Purpose. The primary purpose must be to extend post-school educational opportunities to young people who, having completed the programs of the schools, do not, either by choice or by failure to meet the required conditions, go on to university. The purpose is to provide a valid alternative to university for these young people. The new institutions may provide a 'second chance' for

students not initially qualified to enter university studies. The new institutions may also provide programs which will advance the education of students who will proceed to university.

- (b) Programs. The primary emphasis must be on programs related to the needs of students who, for valid reasons, will terminate their formal education when they leave the new institutions. The programs should be complete and educationally effective in themselves.... The programs should be designed to prepare students for life experiences, including employment experiences, within three broad areas -- the technologies, business, and the arts.
- (c) Articulation with the Schools. It will be necessary to articulate the programs in the schools and the programs in the new post-school institutions so as to provide progressive educational experiences.
- (d) Articulation with Universities. The programs must be devised primarily for the needs of students not proceeding to university..... Some accommodation within the university may be required to provide for progressive educational experiences.
- (e) Adult Continuing Education. The new institutions will have a responsibility to perform in the expanding provision of continuing education for those who have withdrawn from the main stream of formal education.
- (f) The Government and Organization of the New Institutions. The new institutions if they are to be effective, will have to be receptive to local needs; and the appropriate form of government will be affected by the tendency to decentralize physical facilities so as to equalize opportunities.
- (g) Financing the New Institutions. Decisions must be made respecting the distribution of costs.
- (h) Proposals. Dr. Stewart makes the following proposals in Part IV of his Report:
 - (1) It is proposed that, for the development of a systematic approach to post-school education, the Province should be divided into Districts.

- (2) It is proposed that the Districts should be established by order-in-council; and that the Districts together include all parts of the Province.
- (3) It is proposed that, in each District, there be established a District Board for Post-School Education, which would be responsible for all post-school education in its district, not including university education.
- (4) It is suggested that the District Boards, although including representatives of the schools should be divorced from the schools. The junior college boards would consist of representatives of the school boards.
- (5) It is suggested that the members of the District Board should be appointed. The Board should be essentially a lay board.
- (6) The Boards should have full responsibility for all forms of post-school education, other than university education.
- (7) There should be provision for a Provincial Board for Post-School Education to coordinate the development of post-school education throughout the Province, to maintain cooperation between the District Boards, to effect liaison between the Districts and the Government of the Province, and to advise the legislature of the Province on the financial needs of the District Boards. The Provincial Board should include representation from each of the District Boards.
- (8) It is proposed that comprehensive colleges be established. The program of studies should be adapted to particular abilities, aptitudes and interests of different groups of individuals.
- (9) All District Boards should be expected to develop strong Counselling and Guidance Services and Extension Divisions.
- (10) A similar pattern should not be imposed on all Districts. The pattern of activity and development in the Districts should be different, and experiment should not be inhibited by imposed uniformity. Nevertheless, there should be a large measure of unanimity in the philosophy which inspires the development.

- (11) The Province should ensure that the District Boards should have available to them sufficient funds from the Provincial Treasury to undertake the responsibilities assigned to them.
- (12) The Province should be prepared to delegate the decision-making responsibility to District Boards.
- (13) Consideration should be given to Provincial Grants to District Boards on a per capita basis.
- (14) The Boards should be assisted in raising funds for capital expenditures.
- (15) It is strongly recommended that the Province act boldly to place the responsibility squarely in the Districts on District Boards.
- (16) District Boards should have the power to enter into negotiations with local school boards and other District Boards regarding courses and acceptance of students.
- (17) District Boards should not attempt to duplicate the work of Institutes of Technology.
- (18) The functions of the District Boards must be considered in relationship to university education.
- (19) It is proposed that students be diverted to attendance at District Colleges.
- (20) It is proposed that a 2-2 plan be established, whereby students could spend two years in a College and two years in a University.
- (21) It is proposed that the term Junior College be abandoned.
- (22) It is proposed that private church-related colleges be integrated into the system of post-secondary education.

Criticism of Developments. Stewart was critical of some of the developments that had already taken place in post-secondary education. The following statements taken from the

Report show his concern about these matters:

- (a) In contrast to the well-organized school system and the well-organized university system there has, up to this time, been no systematic approach to the provision of opportunities beyond school for the group who will not enter university.
- (b) There have been some problems in Lethbridge in combining the university and technical-vocational activities in the same organization and using the same facilities.
- (c) There has been a preoccupation with university programs in some Colleges.
- (d) It appears that patterns of concentrating on University studies have become established, and that the Junior Colleges as they are now developing leave a vacuum in post-secondary education in their Districts which can be filled only, if at all, by an extension of the activities of the schools.
- (e) The Public Junior College Act has failed to create the needed systematic approach to the problem of post-school education in the communities in which the colleges are located.

Summary of the Stewart Report. Stewart proposed that a Provincial decentralized system of colleges be established, that the colleges should be essentially lay-controlled, that all post-secondary institutions, other than universities, be integrated into a Provincial system, that articulation with other institutions be worked out, that the programs should be comprehensive, that sufficient funds to conduct the programs be allocated by the Provincial Treasury, that uniformity should not be imposed, and that educational opportunities should be provided for those students who do not meet the requirements of the universities. In his Report, Stewart illuminated some of the problem areas, as he perceived them, and referred to

some of the errors that he felt had already been committed in the establishment of junior colleges.

The Universities Act

At its 1966 Session the Legislative Assembly of the Province of Alberta passed an Act respecting Provincial Universities.⁶³ The following sections of the Act relate to junior colleges:

8. For each university there shall be a senate consisting of:
 - (c) thirty representative members, to be elected by the ex officio and appointed members to represent affiliated colleges or institutions, geographical areas and groups and organizations with an interest in the university.
34. (1) Subject to the authority of the board, a general faculty council is responsible for the academic affairs of the university and in particular but without restricting the generality of the foregoing, the general faculty council is empowered to
 - (o) make recommendations to the board with respect to affiliation of other institutions,
39. (4) Nothing in this section takes away or impairs the right of control that an affiliated institution or college has over its students.
45. (2) Subsection (1) does not take away or impair any right of a college or institution affiliated with a university
 - (a) to make such provision with regard to religious instruction and religious worship for its own students as it considers proper, and
 - (b) to require the observance thereof as part of its own discipline.

⁶³An Act respecting Provincial Universities (Chapter 105, 1966) (Edmonton: The Queen's Printer, 1966).

60. (4) The universities Co-ordinating Council may determine minimum standards for the affiliation of colleges or institutions with a university and may recommend
- (a) the affiliation of a college or institution with a university and the terms thereof, and
 - (b) the dissolution of any such affiliation or the modification of the terms thereof.

Regulations of the University of Alberta Pertaining to Junior Colleges

The University of Alberta has established the following regulations⁶⁴ pertaining to affiliated junior colleges:

By authority of the Co-ordinating Council of the University, junior colleges may be recommended to the Board of Governors for affiliation under the following conditions:

(1) Staff:

- (a) A minimum staff of six teachers giving the major part of their time to first year junior college work, or ten giving the major part of their time to first and second year junior college work.
- (b) Qualifications of staff: The members of staff teaching only first year courses should hold at least the Master's degree or its equivalent in the main field of instruction; those teaching any second year courses should hold substantially higher qualifications in the appropriate field of instruction.

All staff members offering instruction at the university level must be approved for appointment by the Committee on Junior Colleges.

⁶⁴The University of Alberta Calendar (Edmonton: The University of Alberta, 1966-67), pp. 730-731.

(2) Curriculum:

Courses and programs of studies for university credit must be approved by the Committee on Junior Colleges.

(3) Equipment:

Library and laboratory facilities must be adequate in the subjects taught in the junior colleges.

(4) Admission:

The conditions of admission to university courses and programs at a junior college will be those which obtain in the University of Alberta.

(5) Examinations:

The examinations of the junior colleges in courses offered for university credit will be the regular university examinations in these courses. In addition to Physical Education not more than ten full courses may be offered for university credit by any student taking both first and second years at the junior college.

(6) Financial Support:

The University of Alberta assumes no responsibility for the financial support of affiliated junior colleges.

(7) Affiliation with Other Institutions:

Junior colleges affiliated with the University of Alberta may not have or enter into affiliation or accreditation agreements with other colleges or universities without the permission of the Co-ordinating Council.

(8) Period of Affiliation Agreement:

The period of any affiliation agreement shall be five years.

(9) Public Announcements:

All documents which an affiliated institution proposes to issue for public information and which proposes to contain a statement of the institution's relationship with the university or other universities

shall be submitted before printing for the approval of the President of the University.

Similar regulations obtain at the University of Calgary.

The Universities Act makes provision for the affiliation of a junior college with a university and the University Regulations specify the terms of that affiliation. The university thus exerts strong control over the establishment and development of a junior college through the exercise of its right of approval of staff, curriculum and equipment. Further restriction on the autonomy of the college is imposed through control of admission conditions, examinations, and course loads. At the same time, the university assumes no responsibility for financial support of the junior college.

Report of the Public Expenditure and Revenue Study Committee - 1966

The 1966 Report of the Public Expenditure and Revenue Study Committee⁶⁵ makes some pertinent comments on the status of the junior colleges in Alberta. The Report states,

The relevant question centres around the direction in which they (the colleges) are to develop. At present they are tied very closely to the universities; the latter specify the curriculum, standards of admission and qualifications of staff.

The authors of the Report are of the opinion that, because of rising enrolments, satellite colleges will be needed to relieve

⁶⁵Report of the Public Expenditure and Revenue Study Committee (Edmonton: The Queen's Printer, 1966), p. 55.

the pressure of numbers on the universities.

In considering the role of the junior college, the Report comments:

There are those who believe that the Junior College in this Province should offer a somewhat broader service to its community, accepting post-secondary students who intend to proceed to the vocational institutes as well as to university, and also itself offering vocational and commercial courses as well as offerings in the field of adult education. Is the junior college to become "a service station to the university" as one educator phrases it, or, is its function to be more that of a community college?

The answer to the above question must have a bearing on the manner in which these colleges are to be financed as well as their number and location.

In the opinion of the authors of the Report, the junior colleges will make very substantial progress within the next decade and the direction of the progress is in need of exploration and definition.

An Act Respecting the Establishment and Operation of Mount Royal Junior College

On April 18, 1966 the Provincial Legislature assented to an Act respecting the Establishment and Operation of Mount Royal Junior College.⁶⁶ The following section of the Act makes provision for the college to become a public junior college:

- (2) The Board of Trustees of Calgary School District No. 19 and such other school districts and divisions in and in the vicinity of Calgary that wish to participate

⁶⁶An Act respecting the Establishment and Operation of Mount Royal Junior College (Chapter 60, 1966) (Edmonton: The Queen's Printer, 1966).

therein may, in the manner provided in this Act, establish and operate a public junior college with the name "Mount Royal Junior College".

The Act makes provision for the Board of Trustees of Calgary School District to take over Mount Royal Junior College. It states that the College shall be governed by the Public Junior Colleges Act.

An Amendment to the Act deletes the title "Mount Royal" and substitutes "George W. Kerby".

Junior College Report

The Banff Regional Conference of School Administrators, held in the spring of 1966, devoted its entire program to the theme of the Junior College. The record of the deliberations⁶⁷ summarizes the opinions of approximately ninety educators of diverse interests, backgrounds, and experience and it reflects, to some degree, the attitudes that have been emerging in respect to the development of the college movement.

In summarizing the discussions which took place at the Conference, Dr. L. W. Downey described some of the more significant features that he expects to see emerging as colleges are developed in the future:

- (1) The college will be an autonomous institution, accredited by the universities and by society on the basis of its products. It will be free to be different, to experiment, and to innovate.

⁶⁷The Junior College, The Lecture Series of the Banff Regional Conference of School Administrators, J. E. Seger and G. L. Mowat (eds.) (Edmonton: The Department of Educational Administration, Faculty of Education, University of Alberta, 1966).

- (2) It will be created out of the educational aspirations of the citizens of a particular region or community and will reflect these aspirations in its philosophy and its programs.
- (3) Its doors will be open to all high school graduates and to selected high school drop-outs.
- (4) It will operate on a divided-year plan so that students may be sorted regularly, so that failure may not be prolonged, but rather so that individuals may be aided in selecting satisfying and productive careers.
- (5) It will offer general, academic, technical, and para-professional programs, following the comprehensive pattern, with a program tailored to the needs of each student.
- (6) It will be housed in a building which is planned around domains of knowledge and related technologies, rather than the level or status of program and which has as its focal point a well-appointed learning materials center calculated to facilitate the inquiries of all students.
- (7) It will be staffed by teacher-scholars, dedicated to excellence in teaching, committed to keeping abreast of developments in their respective fields of study, and interested in the conduct of research and experimentation in the processes of teaching and learning.

Downey's concept of the college is seen to be that of an institution that embodies the principles of autonomy, community-orientation, flexibility of entry requirements, comprehensiveness of programs, adjustment to the needs of the individual, and excellence of teaching and scholarship.

Report of the Fact Finding Committee on Post-Secondary and Continuing Education in Alberta

The Department of Education and the University of Alberta, prompted by concern about the development of post-

secondary educational opportunities in the Province, jointly organized a Conference on Post-Secondary and Continuing Education in Alberta in November, 1966. Approximately one hundred fifty educators and lay people interested in college education met for three days to discuss the problems inherent in the development of post-secondary educational institutions.

In preparation for the Conference, a Fact Finding Committee prepared a Report⁶⁸ reviewing the opportunities in post-secondary and continuing education available in Alberta at that time. In a summary statement regarding the status of Alberta Junior Colleges the Report stated that:

- (a) There is a great variety in the composition of the over-all governing bodies.
- (b) The administrative organization is unique in each institution. The pattern adopted was determined by local circumstances.
- (c) Subject to the approval of the Minister of Education each junior college may offer a wide range of academic, vocational-technical and cultural courses in day and/or night classes and employ a variety of means in offering continuing education programs. It is not mandatory for them to offer any particular course or set of courses. The colleges are of the opinion that there must be local autonomy in determining, within the framework of the present Public Junior Colleges Act, the program or programs to be offered.
- (d) No serious difficulties are being encountered in recruiting well-qualified instructors. In each case, approval has to be obtained from the

⁶⁸Report of the Fact Finding Committee on Post-Secondary and Continuing Education in Alberta (Edmonton: University of Alberta, 1966).

university with which the college was affiliated for the appointment of instructors offering university courses. This, at times, "slowed-up" the staff appointment procedure. Some complications are anticipated regarding salary negotiations.

- (e) All the junior colleges are faced with the necessity of embarking upon major building projects.
- (f) Location and size of college campuses are problems of concern to most colleges.
- (g) Some formula for selecting names of junior colleges should be adopted which would give them a distinctive title, indicative of the special educational services they are rendering.

Following completion of the Report, a Conference was called to consider suggested legislation for the establishment of colleges in Alberta. While no attempt was made to obtain consensus on suggested proposals for an Act, the Conference in general supported the following: the establishment of colleges in Alberta, the division of the Province into regions to include all parts of the Province, the establishment of regional college boards composed of a majority of locally elected members, responsibility of the regional board for all post-secondary needs of the region, an "open-door" admission policy, comprehensive programs to include a full range of offerings, including transfer, vocational general and adult education courses, funds provided from various sources, but mostly from government, no certification requirements for members of the teaching staffs, establishment of a Provincial Board for post-secondary education, and community orientation of programs.

The members of the Conference indicated a desire for further consideration of the proposals that were presented and for positive action to implement legislation at an early date.

Establishment of Lethbridge University

By an Order-in-Council of December 15, 1966, the University of Lethbridge was established as the third Provincial university. A subsequent statement, made by University officials, indicated that entry requirements will be set at a level different from those presently in effect at other Alberta universities.

An Act to amend the Public Junior Colleges Act

The 1967 Session of the Legislative Assembly of the Province of Alberta passed an Act to amend the Public Junior Colleges Act.⁶⁹ This Act provides for the establishment of a Provincial Board of Post-Secondary Education, to be composed of members appointed by the Minister of Education. The following sections of the Act are significant in the study of the development of the role of the college in post-secondary education in Alberta:

2a. (4) The Provincial Board shall

(a) advise the Minister on all matters related to the administration of this Act,

⁶⁹An Act to amend the Public Junior College Act (Chapter 64, 1967) (Edmonton: The Queen's Printer, 1967).

- (b) review and co-ordinate the work of the junior colleges,
 - (c) study provincial needs in the post-secondary field and make recommendations to the Minister,
 - (d) advise on matters of financial support for junior colleges, and
 - (e) arrange for affiliation between junior colleges and universities through consultation and agreement with the Co-ordinating Council.
3. Junior colleges may be established and operated pursuant to this Act for the purpose of
- (a) teaching subjects of university level not higher than the level commonly accepted for the first year beyond matriculation into a university in a course leading to a bachelor's degree,
 - (b) teaching with the approval of the Provincial Board in consultation and agreement with the Co-ordinating Council, subjects in a course of study for a year other than first year beyond matriculation into a university, and
 - (c) teaching other subjects of a general or vocational nature in accordance with regulations established by the Lieutenant Governor in Council on the advice of the Provincial Board.
5. No junior college may be established unless
- (a) the Minister has given his consent thereto on recommendation of the Provincial Board, and
 - (b) the Provincial Board, in consultation and agreement with the Co-ordinating Council, has approved the application for affiliation with one or more universities.
6. (2) The application for incorporation shall be submitted to the Minister through the chairman of the Provincial Board.
35. (1) Students desiring to attend a junior college for university courses are required to meet such admission requirements as may be prescribed

by the Provincial Board in consultation and agreement with the Co-ordinating Council.

37. (1) A college board may engage instructors of university courses, whether full-time or part-time, in accordance with requirements set out by the Provincial Board in consultation and agreement with the Co-ordinating Council.

The establishment of a Provincial Board of Post-Secondary Education represents a significant step towards the systematic development of colleges within a provincial framework. As a co-ordinating and advisory body, the Board will be able to exercise considerable control over the direction in which the colleges will develop in the future. While the Act spells out the continuing close relationship with the universities through the Co-ordinating Council, the lines of communication will lead directly through the Provincial Board rather than to the universities. It appears, by the terms of the Act, that the Provincial Board will have direct authority in matters pertaining to programs, admission policies for university courses, and the requirements of instructors of university courses.

Analysis of Legislation and Reports

A review of the legislation and reports relating to the establishment of colleges in Alberta reveals a high degree of consistency in the basic philosophy underlying the approach to post-secondary education. While opinions may differ with respect to the types of institutions that

should be established, the kinds of programs that should be offered, nature of control, methods of financing, admission policies, and related matters, the intent of legislators and educators has remained remarkably constant through the years. The basic philosophy, that appears as a continuous thread throughout the relevant documents, is based upon the principle that individuals differ in their needs, interests, abilities, aptitudes, and motivations, and that, in a democracy, every individual has the right to educational opportunities that will develop his unique talents and abilities to the optimum extent.

In keeping with this philosophy, the objective that constantly comes to the fore is that of providing decentralized and diversified educational opportunities beyond the high school (of grade and age) that will satisfy the varying needs, not only of those students who normally proceed to higher educational institutions, but also of the many students who are not now motivated, or who do not find the opportunity to continue in existing institutions. As stated by the Survey Committee on Higher Education in its Second Interim Report,

Our major concern has been with the preparation of our Alberta young people for a rapidly changing society, one that is changing everywhere in the world, but nowhere more rapidly than in this Province.⁷⁰

⁷⁰Survey Committee on Higher Education in Alberta, Second Interim Report, op. cit., p. 1.

An analysis of the legislation and reports reveals a persistent interest in creating a system of post-secondary education in Alberta that will be characterized by:

- (a) The establishment of colleges as an element in the system.
- (b) Consideration of the college as a unique institution, different from existing types of educational facilities.
- (c) The decentralization of post-secondary institutions.
- (d) Over-all co-ordination of post-secondary educational facilities in the Province.
- (e) A large measure of local involvement in control.
- (f) A major share of financial responsibility on the part of the Provincial Government.
- (g) Affiliation with the universities.
- (h) Articulation with other institutions and with business and industry.
- (i) Flexible admission policies.
- (j) The provision of comprehensive and diversified programs.
- (k) The development of community-oriented programs.
- (l) The maintenance of quality programs.
- (m) The appointment of well-qualified staff.
- (n) Financial accessibility to students.

III. SUMMARY

This chapter has presented a chronological survey of the legislation, reports, and recommendations pertaining to the development of post-secondary colleges in Alberta. It was shown that over the last fifteen years there has been a

continuing interest in this element in the educational mosaic. The extent of the deliberations on this subject, as evidenced by the various legislative enactments, the many conferences that have been held, and the special reports that have been prepared, such as that of Stewart, indicates concern with the problem of post-secondary education. In view of the long-continuing debate and the recommendations that have been suggested, it is indeed surprising that more positive steps have not been taken to implement the proposals that have had wide support. In spite of the obvious awareness of the need, as documented in this survey, there has been a failure to come to grips with the task of establishing a system of colleges that might achieve the desired objectives.

CHAPTER V

CURRENT PROVISIONS FOR POST-SECONDARY EDUCATION

IN ALBERTA

I. INTRODUCTION

In the following survey of the existing provisions for post-secondary education in Alberta the focus is mainly on the junior colleges, of which there are at present six in the Province -- five public and one private -- in addition to one college that has special affiliation with the University of Alberta but cannot be classified as a junior college. Other institutions that are referred to briefly are the universities, of which there are presently three, with one more authorized, the Technical Institutes at Calgary and Edmonton, and the schools of nursing which are located at a number of hospitals in the Province. Not included in this classification of post-secondary educational institutions are vocational schools, agricultural colleges, private schools, schools of art, business schools, and religious schools whose sole function beyond the high school level is preparation of candidates for the ministry.

The input of students into the post-secondary educational institutions is collated and is related to the output of the high schools to determine the pool of students who cannot be accounted for in post-secondary education in the Province.

The data contained in the following section were obtained through private correspondence, personal interviews, reference to College Calendars and printed material available, and from information obtained from a questionnaire on the status of the junior colleges in Alberta. A team of second-year Doctor of Philosophy students, who had been engaged in a special study of higher education, visited each of the junior colleges in the Province, held interviews with administrative personnel and collected relevant data. The Questionnaire on the Present Status of the Junior Colleges in Alberta, which appears in Appendix A, was completed by the administrative heads of the colleges and the data obtained is presented in this chapter. Where the data requested were unavailable this is indicated in the tables by the letters N.A.

II. JUNIOR COLLEGES

Introduction

An earlier section of this study examined some of the forces in the larger social system that exert pressure and that influence the amount and kind of education that society demands; such forces include national needs, changing socio-economic patterns and increasing demands of students for wider educational opportunities. In this section those forces that exist within the educational system itself and that claim the attention of educators in creating a particular

type of educational facility, that is, post-secondary colleges, are examined. Such factors include: students, faculty, curriculum, the nature of control, finance, articulation, and so on.

According to the Second Interim Report of the Survey Committee on Higher Education in Alberta,

The Junior College has characteristics of both the university and the technical school. It is generally considered to have three main functions: to offer first year (and sometimes second year) university courses; to give terminal or diploma courses, usually of a technical or semi-professional nature; and to provide staff and facilities for much of a community's adult education program.⁷¹

There are five public junior colleges, located at Grande Prairie, Lethbridge, Medicine Hat, Calgary and Red Deer and one private junior college situated in Camrose. The heads of the colleges bear the title of President or Dean. Table XI presents a list of the junior colleges in Alberta, their location, date of their establishment and the title of their chief administrative officer.

Camrose Lutheran College

Camrose Lutheran College is a Junior College of the Evangelical Lutheran Church of Canada. First organized in 1910, the institution acquired Junior College status in 1959, when it became affiliated with the University of Alberta.

⁷¹Second Interim Report of the Survey Committee on Higher Education in Alberta, op. cit., p. 3.

TABLE XI
ALBERTA JUNIOR COLLEGES
1967

Name	Classifi- cation	Location	Date of Establish- ment	Title of Chief Adminis- trative Officer
Camrose Junior College	Private	Camrose	1959	President
Grande Prairie Junior College	Public	Grande Prairie	1966	Dean
Lethbridge Junior College	Public	Leth- bridge	1957	President
Medicine Hat Junior College	Public	Medicine Hat	1965	Dean
Mount Royal Junior College*	Public	Calgary	1910	President
Red Deer Junior College	Public	Red Deer	1964	Dean

* - Although the name "Mount Royal Junior College" is used throughout this thesis, it should be noted that the college was changed from a private to a public institution by a Legislative Act assented to on April 18, 1966, and that by an amendment to the Act, passed on the same date, the name of the college was changed to "George W. Kerby".

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges).

The College is governed by a nine-man Board of Regents elected by the annual convention of the Evangelical Lutheran Church of Canada.

Since 1959 Camrose Lutheran College has offered first-year university courses. The College has a high school division but has no plans for introducing special programs for those not qualified to enter the academic transfer program. The Fact Finding Committee suggests that;

The apparent goal of this College is to develop the quality and quantity of the under-graduate liberal arts programs toward the goal of becoming a degree-granting institution with the special emphasis on the individual student which both their religious perspective and relatively small size foster.⁷²

Operating on a site of forty acres, the College receives students from all parts of Alberta as well as from the other three Western Provinces.

Grande Prairie Junior College

In May, 1965 the Executive Council, by Order-in-Council, established the Grande Prairie Junior College. The College opened in September, 1966, with sixty-nine students registered in first year university courses and fifty students enrolled in the Continuing Education Division. The College district comprises three participating units.

Grande Prairie College is affiliated with the University

⁷²Report of the Fact Finding Committee on Post-Secondary and Continuing Education in Alberta, op. cit., p. 28.

of Alberta at Edmonton and the courses and examinations are the same as those in effect at the University. Admission requirements, staff and facilities must meet the standards laid down by the University.

Although, in its first year of operation the College offers only first year university courses, its stated objective is to offer, in time, a wide range of post-high school educational opportunities for university-bound students, technical and vocational students, and adult students who desire cultural courses or other short courses for special purposes. The College hopes to develop into a comprehensive post-secondary institution and to provide "University come-up" courses.

The College opened in a part of the Grande Prairie High School. New quarters are planned for the second year of operation in the academic high school of the Grande Prairie Composite High School. Plans have not yet been prepared for a permanent campus.

Lethbridge Junior College

Lethbridge Junior College was constituted under the School Act, prior to the passage of the Public Junior Colleges Act. Following a survey of educational needs in the Lethbridge District by Dr. S. V. Martorana, the College opened in the fall of 1957, in affiliation with the University of Alberta. The College is now affiliated with the University of Calgary.

Lethbridge Junior College is supported by twenty-four

school districts and school divisions in southwestern Alberta.

All districts are represented on the College Board.

The College is organized into a university section, a technical-vocational section, and an adult education section. In 1965-66 the College introduced the second year of university studies and enrolled seventy-four students in this program.

Stewart writes in his Report:

The Lethbridge Junior College Board has a commendable record of operating a comprehensive college. The principle of local support has proved workable. Relations with the university have been helpful in the development of programs leading to degrees; and the performance of students in the university section has been satisfactory. The financial support from the Province has been generous; and there has been a steady increase in the numbers in both the university and technical-vocational sections.⁷³

Stewart further notes that there have been some problems in combining the university and technical-vocational activities in the same organization and using the same facilities.

As a result of representations from the City of Lethbridge, the Provincial Cabinet, by Order-in-Council created the University of Lethbridge in 1966. The new University will commence operations in the Fall of 1967 and the Lethbridge Junior College will continue to function as a separate identity.

According to the 1967-68 College Calendar,⁷⁴ the

⁷³Stewart, op. cit., p. 27.

⁷⁴Lethbridge Junior College Calendar 1967-68. (Lethbridge: 1967), p. 7.

Lethbridge Junior College will be a true Community College offering the following types of programs: continuing or adult education, general education, transfer to technical institutions, transfer to universities, and other programs as needed by the community in such fields as agriculture, industry, business, and public service.

Writing in the Foreword of the Calendar, A. F. Bullock, a member of the College Board, says:

The proposed Junior or Community Colleges Act brings us nearer the crossroads of an educational concept that will give all serious-minded business, technological and academic students the training, power, and opportunity to contribute to society with their full potential in a life of joyous fulfillment, and to walk in dignity as world citizens and progeny of the Divine.⁷⁵

Medicine Hat Junior College

The Medicine Hat Junior College is a co-educational, non-denominational, publicly-supported institution of higher education established and incorporated by an Order-in-Council of the Legislature of the Province of Alberta. Classes commenced in the College in September, 1965 with ninety-seven full-time students. The College is supported by five participating school units and is administered by a Board of Trustees, the members of which are appointed to represent the participating school division or school district in which they reside.

⁷⁵Ibid., p. 3.

Medicine Hat Junior College operates under the provisions of the Public Junior Colleges Act of Alberta and in affiliation with the University of Calgary. It meets that University's requirements of admission, staffing, examinations, and facilities.

The College offers only first year university courses and has announced no plans to extend its services beyond these offerings. In its objectives the College states that its purpose is to provide for the student a broad beginning in liberal education.

The College is presently located in the Medicine Hat High School. Separate facilities are contemplated although no site has yet been acquired.

Mount Royal Junior College

Mount Royal Junior College was established in Calgary by an Act of Incorporation passed by the Legislature in 1910. It remained a private church-affiliated college, with its Board of Governors appointed by the General Council of the United Church of Canada, until it became incorporated as a public junior college by an Act of the Legislature passed in the spring of 1966. At the same time the name of the College was changed to "George W. Kerby".

The newly organized College is affiliated with the University of Calgary and meets that institution's requirements with respect to admission standards, programs, staffing, examinations, and so on.

Mount Royal Junior College offers a variety of programs, including the university transfer division, a school of business administration and career development, and a department of engineering. The College has given special attention to remedial programs for academic students, and has sought out other programs for which there appears to be a local demand, and which are not otherwise available. Programs exist for students with matriculation deficiencies and with diploma standing, and successful completion provides entry into a university.

Over half of the students have permanent residence in Calgary, while the remainder come from other parts of Alberta and the other Western Provinces.

The College, now constituted as a Public Junior College, will be supported by the Calgary School Districts and by other school districts and divisions contiguous to Calgary that wish to participate therein.

Red Deer Junior College

Red Deer Junior College, established under the provisions of the Public Junior Colleges Act, opened in September of 1964 with an enrolment of one hundred and thirteen full-time and eight part-time students. The College District comprises seven participating units. For an interim period, until such time as a permanent campus is established, the affairs of the College are being administered by the Board of the Red Deer Public School District No. 104 and its administrative officers.

The College is affiliated with the University of Alberta and meets that University's requirements of admission, examinations, faculty and facilities.

The Red Deer Junior College offers only first year university studies at this time and no definite statement has yet been made as to when a program of second year university courses will be instituted. Stewart notes that, "It is significant that it has not sought to assume any responsibility for other programs of post-school education."⁷⁶ However, a recent statement issued by the College announced plans to establish a two-year school of nursing and to develop programs in social work and business administration. In its statement of philosophy, the College stresses that its characteristic feature is its supreme concern for the individual student and that the guidance function is of paramount significance.

The facilities presently in use by the Red Deer Junior College are temporary but planning is proceeding for a new campus on a site consisting of one hundred and twenty acres donated by the City of Red Deer. The College hopes that the first phase of the building program providing facilities for five hundred students, will be completed by the Fall of 1967.

Informational Data About Junior Colleges

Participating Districts. With the exception of the

⁷⁶Stewart, op. cit., p. 28.

Edmonton area, most of the main centers of population in the Province are provided with some form of educational services by a junior college. Each public junior college is supported by a number of school boards participating jointly in the maintenance of the institution. Table XII lists the school districts that participate in the support of junior colleges in Alberta.

Lethbridge and Red Deer Junior Colleges draw from a population in excess of 100,000 people while the populations of the Grande Prairie and Medicine Hat participating districts are 20,000 and 35,000 respectively. Camrose Private Junior College and Mount Royal Junior College, which was formerly a private institution, have drawn their clients from a wide, unrestricted area. The colleges are located in the most populous parts of their districts, and in the majority of cases, the districts served extend to a distance of approximately seventy-five miles from the college site. In Table XIII are shown the population base in the districts serviced by the colleges, and the farthest distance of any point, in the area served, from the college.

TABLE XII

JUNIOR COLLEGES PARTICIPATING DISTRICTS 1966 - 67

CAMROSE	GRANDE PRAIRIE	LETHBRIDGE	MEDICINE HAT	MOUNT ROYAL	RED DEER
Evangelical Lutheran Church of Canada, from B.C. to the Lakehead	G.P.S.D. #2357	Stirling S.D. #647	Medicine Hat S.D. #76	Calgary Public School Board	Red Deer Public School Board
	G.P.R.C.S.D. #28	Taber S.D.	Medicine Hat S.S.D. #21		
	County of G.P. No. 1	Willow Creek S.D. #28	Medicine Hat School Div. #4	Calgary Separate School Board	Red Deer Separate School Board
		Cardston School Division #2	Redcliffe S.D. #2283		
		Pincher Creek RCSSD #18	County of Newell No. 4	County of Ponoka	County of Ponoka
		Taber RCSSD #54			County of Lacombe
		Lethbridge S.D. #51			County of Red Deer
		Lethbridge S.S.D. #9			County of Mountain View
		Barons Cons. S.D. #8			County of Rocky Mountain School Division
		County of Warner #5			
		County of Lethbridge #26			
		Crowsnest Pass S.D. #63			
		All school districts within the County of Lethbridge.			

TABLE XIII

POPULATION IN PARTICIPATING DISTRICTS SERVED
BY COLLEGES AND MAXIMUM DISTANCE FROM COLLEGE
1967

CAMROSE	GRANDE PRAIRIE	LETH- BRIDGE	MEDICINE HAT	MOUNT ROYAL	RED DEER
-	20,000	125,000	35,000	-	110,000
-	25 miles	75 miles	70 miles	75 miles	70 miles

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

Figure 5 illustrates graphically the geographical boundaries of the participating districts that compose the areas served by the colleges. This data has been superimposed upon a chart of the population concentration of the Province to provide a view of the extent to which the population of the Province is served by junior colleges. At the same time the map indicates the population centers that are not provided with educational services by junior colleges. It can be seen that college facilities are not readily available to all people in the Province.

Form of Control. Junior Colleges exist by the authority provided by the Public Junior Colleges Act. The general responsibility for the conduct of a college resides in a College Board, a corporate body, composed of members appointed by the participating school boards. Camrose Junior College is a private institution with the status of a corporation. It is

JUNIOR COLLEGE DISTRICTS
and
POPULATION DENSITY

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EACH DOT REPRESENTS 1000 PERSONS

EXCEPT:

Edmonton - 337,000

Calgary - 280,000

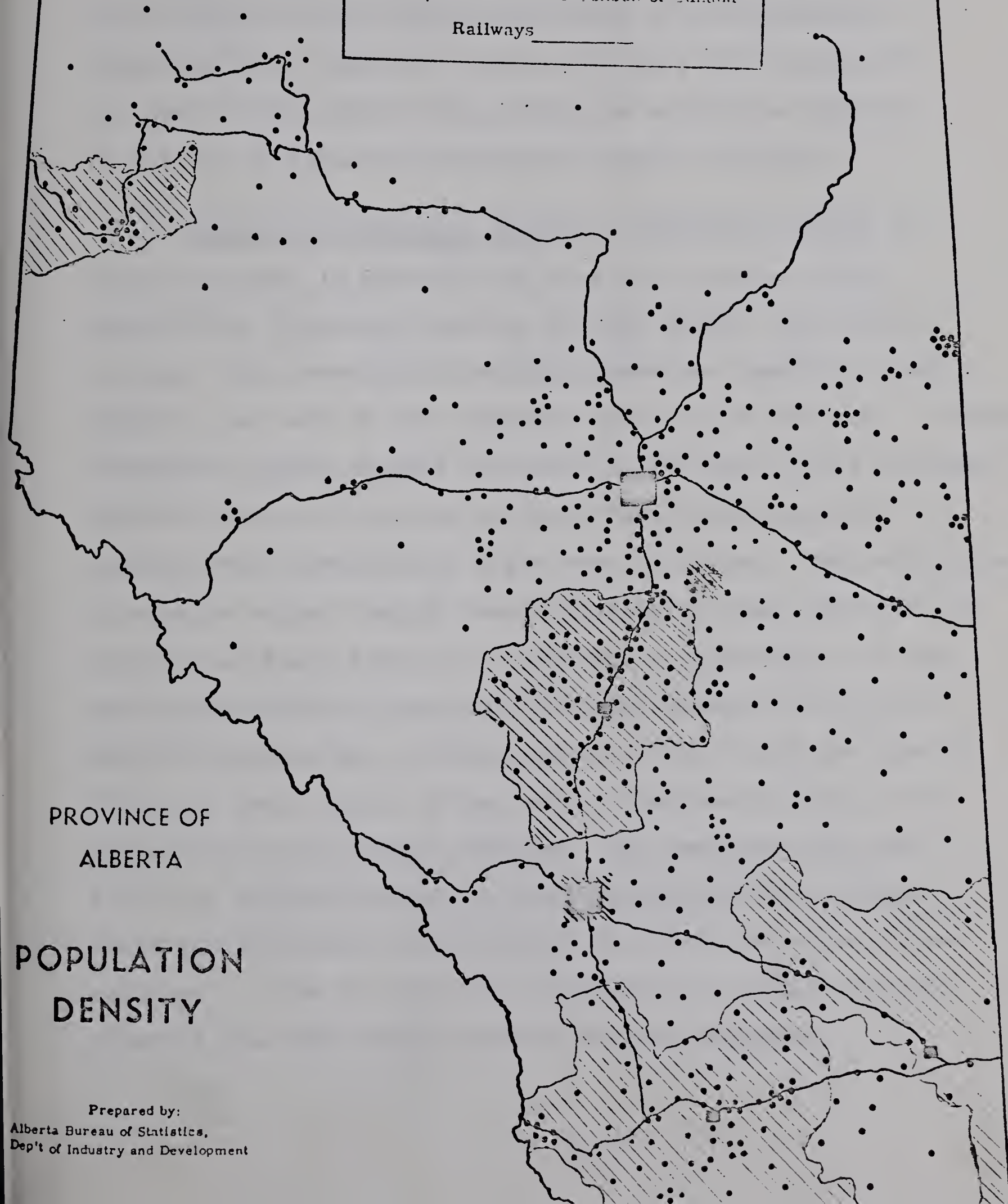
Lethbridge - 36,000

Medicine Hat - 25,000

Red Deer - 20,000

Compiled from 1961 Census of Canada

Railways _____



PROVINCE OF
ALBERTA

POPULATION
DENSITY

Prepared by:

Alberta Bureau of Statistics,
Dep't of Industry and Development

governed by a Board of Regents elected by the annual convention of the Evangelical Lutheran Church of Canada.

The 1967 Session of the Provincial Legislature passed an Act establishing a Provincial Board of Post-Secondary Education whose function will be to review and co-ordinate the work of the junior colleges and to advise the Minister on matters of financial support for junior colleges.

Sources of Financial Support. Financial support for junior colleges is derived from four main sources: local requisition, provincial grants, federal grants, and student tuition. The Provincial Government provides grants to cover about 40 per cent of the operating costs of the colleges. Federal Government grants account for about 15 per cent of the colleges' incomes except in the case of Mount Royal which reports a federal grant amounting to 3 per cent of income. The proportions of revenue raised through local requisition range from zero in Camrose and Mount Royal to 11 per cent in Lethbridge, 18 per cent in Red Deer, 30 per cent in Grande Prairie, and 33 per cent in Medicine Hat. Tuition fees account for 52 per cent of income at Mount Royal, 27 per cent at Camrose and from 10 to 18 per cent at the other colleges. The operating cost per full-time student amounts to approximately \$2,300 at Grande Prairie and Medicine Hat and about \$1,400 at the other junior colleges. Table XIV shows the proportion of college revenue obtained from the various sources and the operating

cost per full-time student. Tuition fees for students who are not resident in the college district are equivalent to those levied for similar programs at the universities and amount to three hundred dollars and three hundred and fifty dollars. Resident students pay one hundred and fifty dollars and one hundred and seventy-five dollars tuition.

TABLE XIV

PERCENTAGE DISTRIBUTION OF SOURCES OF FINANCIAL SUPPORT
FOR JUNIOR COLLEGES AND COST PER FULL-TIME STUDENT
1966 - 67

Source	Camrose	Grande Prairie	Leth- bridge	Medicine Hat	Mount Royal	Red Deer
Local Requi- sition	0 %	30 %	11 %	33 %	0 %	18 %
Provin- cial	42 %	37 %	((63 %	38 %	37 %	45 %
Federal	15 %	15 %	(12 %	3 %	14 %
Tuition	27 %	16 %	18 %	14 %	52 %	10 %
Other	16 %	2 %	8 %	3 %	8 %	13 %
Cost per full- time student	\$1,445	\$2,300	\$1,350	\$2,280	\$1,319	\$1,375

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.) Lethbridge data estimated from information provided by the Department of Education.

Facilities. Most of the junior colleges have begun operations in temporary accommodations and with minimum facilities, sometimes shared with high schools, while they develop plans for permanent campuses. Only Camrose and Lethbridge Junior Colleges occupy permanent sites and few permanent buildings have been constructed on any of the campuses. Instructional space per student is minimal. Special educational areas, such as laboratories, gymnasiums and libraries are in some cases inadequate. The facilities presently in use by the colleges are summarized in Table XV.

Articulation. The Junior Colleges Act stipulates that a junior college can only be established in affiliation with a university. The colleges must meet the regulations of the university with which they are affiliated and they maintain a close relationship with that institution. Camrose, Grande Prairie, and Red Deer Junior Colleges are affiliated with the University of Alberta and Lethbridge, Medicine Hat, and Mount Royal Junior Colleges are affiliated with the University of Calgary. Table XVI shows this affiliation. Those colleges that offer vocational and technical programs maintain liaison with the Technical Institutes, the Apprenticeship Board and local advisory committees. Colleges that provide Adult Education programs work closely with the Department of Education and the Departments of Extension of the Universities. Articulation with the high schools is maintained through the Department of Education.

TABLE XV

COLLEGE FACILITIES
1967

Facilities	Camrose	Grande Prairie	Lethbridge	Medicine Hat	Mount Royal	Red Deer
Campus Site	Permanent	Temporary	Permanent	Temporary	Temporary	Temporary
Size of Permanent Site	39 acres	140 acres	N.A.	-	4 acres	210 acres
Temporary Buildings	-	2	-	1 shared	8	2
Permanent Buildings	5 shared	0	2	0	2	under construction
Instruction Space	6700 sq. ft.	6800 sq. ft.	213,000 sq. ft.	5400 sq. ft.	N.A.	16,530 sq. ft.
Sq. Ft. per Full-Time Student	35	50	N.A.	61	N.A.	103
Library Books	8000	2000	N.A.	8000	11,575	6000
Laboratories	Sciences	Sciences	Sciences Language Business Shops	Sciences Language	N.A.	Sciences Language
Other Accommodation	Gymnasium Chapel Library	Gymnasium	Gymnasium Lounges	Gymnasium	N.A.	Gymnasium Commons

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Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

TABLE XVI
COLLEGE AFFILIATION

COLLEGE	UNIVERSITY
Camrose	Alberta
Grande Prairie	Alberta
Lethbridge	Calgary
Medicine Hat	Calgary
Mount Royal	Calgary
Red Deer	Alberta

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

Programs. All junior colleges in Alberta offer university level courses for the first year beyond matriculation and Lethbridge and Mount Royal provide second-year university level programs. The junior colleges may offer other subjects of a general or vocational nature not provided in the high school curriculum of the Province. The developments in the latter area have been minimal up to the present with only Lethbridge and Mount Royal offering courses in the technical-vocational fields. Combined matriculation and university programs are provided by Grande Prairie, Lethbridge and Mount Royal. All the junior colleges offer courses in adult education. Table XVII presents a summary of the programs offered in the junior colleges in the 1966-67 year. Admission requirements for transfer programs are similar to

those obtaining in the universities, although in some cases special provision is made to admit mature students with matriculation deficiencies into a transfer program. Entry into other programs is determined on an individual basis.

TABLE XVII

PROGRAMS OFFERED IN THE JUNIOR COLLEGES
1966 - 67*

College	University 1st year	Transfer 2nd year	Technical- Vocational	Adult Education	Combined Matric. and University
Camrose	x			x	
Grande Prairie	x			x	x
Leth- bridge	x	x	x	x	x
Medicine Hat	x			x	
Mount Royal	x	x	x	x	x
Red Deer	x			x	

* - "X" indicates programs offered.

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

Teaching Faculty. The university with which the college is affiliated must approve the appointment of instructors of university level courses. In general, the Master of Arts Degree, or higher, is considered a necessary qualification for teaching university courses in a college. Instructors of

other courses may be appointed by the College Board without restriction. With the exception of the staff of Mount Royal Junior College the majority of instructors in each college hold the Master of Arts or the Doctor of Philosophy Degree. The possession of a valid teaching certificate is not a requirement of employment although the majority of college instructors are certificated teachers. Table XVIII shows the number of faculty members in each college, the certification status of instructors, and the academic qualifications of the staff. In addition to those instructors listed below, several colleges employ a number of part-time teachers.

TABLE XVIII

FULL-TIME COLLEGE INSTRUCTORS 1966-67

College	Number in University Programs	Number in Other Programs	Number Certified	Number with Degrees		
				B.A.	M.A.	Ph.D
Camrose	10	0	5	0	8	2
Grande Prairie	12	0	10	3	8	0
Lethbridge	38	22	54	14	27	7
Medicine Hat	10	0	6	1	9	0
Mount Royal	61	73	23	83	47	5
Red Deer	15	0	13	1	13	1

Source: Information Form: Present Status of the Junior College in Alberta. (Data provided by heads of the junior college.)

Source of Students. While the majority of students enrolled in each college reside in the participating districts, a considerable number enter from outside the college areas. Two-thirds of the students attending Grande Prairie and Medicine Hat Junior Colleges reside in the participating districts while at the other colleges local students account for more than 90 per cent of those in attendance. In addition to those students who enter college directly after high school graduation a significant number of students who have been out of school for a period of time are returning to the colleges to resume their education. At Mount Royal Junior College 55 per cent of the enrolment is made up of students who have not proceeded directly from high school to college. Students in this category account for 30 per cent of the enrolment at Grande Prairie, 17 per cent at Medicine Hat and 12 per cent at Red Deer Junior Colleges. The source of college students is given in Table XIX.

Student Enrolment. In 1966-67 the total number of students registered in first year university transfer programs was 1020. There were 239 students enrolled in second year university courses at Lethbridge and Mount Royal. There were 353 full-time students registered in vocational-technical programs at the same institutions. All the junior colleges offered some adult education courses with 2000 students registered at Lethbridge, 1665 at Mount Royal, and 200 at Red Deer. The enrolment of full-time junior college students in the various

TABLE XIX

PERCENTAGE DISTRIBUTION OF SOURCE OF COLLEGE STUDENTS
1966 - 67

Source of Students	Camrose	Grande Prairie	Leth-bridge	Medicine Hat	Mount Royal	Red Deer
Participating Districts	83 % (Alta.)	67 %	94 %	66 %	80 % (Alta.)	90 %
Other Areas	17 %	33 %	6 %	34 %	20 %	10 %
Direct from High School	100 %	70 %	N.A.	83 %	45 %	88 %
Other Students	0 %	30 %	N.A.	17 %	55 %	12 %

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

programs in the year 1966 - 67 is given in Table XX. The 1965 - 66 enrolment figures are shown in parentheses. The increase of the present year over the previous year in the total number of students registered in first-year university courses is approximately 18 per cent, a large part of which can be attributed to the establishment of Grande Prairie Junior College in 1966. The number of part-time students registered has not been included in the figures tabulated below.

Academic Qualifications of Students. Reference to Table XXI shows that in all junior colleges except Mount Royal the majority of students enter with full matriculation standing. However, all colleges admit some students with diploma status only. Most of the students entering Mount Royal Junior College are in the latter category.

TABLE XX

ENROLMENT OF FULL-TIME STUDENTS AND OF ADULT
EDUCATION STUDENTS IN THE JUNIOR COLLEGES
1966 - 67*

Program	Camrose	Grande Prairie	Leth- bridge	Medicine Hat	Mount Royal	Red Deer
University						
Transfer	82	66	249	96	367	160
1st year	(76)		(172)	(108)	(369)	(140)
2nd year	--	--	90 (74)	--	149 (102)	--
Vocational- Technical	--	--	240 (170)	--	113 (124)	--
Adult	20	42	2000	67	1665	200

* Figures in parentheses refer to 1965-66 enrolments.

Source: Information Form: Status of the College in Alberta..
(Data provided by heads of the junior colleges.)

TABLE XXI

NUMBER OF FIRST-YEAR COLLEGE STUDENTS WITH
MATRICULATION AND WITH DIPLOMA (ONLY)
STANDING 1966 - 67

Academic Qualifi- cations	Camrose	Grande Prairie	Leth- bridge	Medicine Hat	Mount Royal	Red Deer
Matricu- lation	62	58	N.A.	86	54	150
Diploma only	20	8	N.A.	10	645	10

Source: Information Form: Present Status of the College
in Alberta. (Data provided by heads of the junior
colleges.)

Student-Staff Ratio. The staff-student ratio of the junior colleges ranges from 1:6 at Camrose to 1:8 at Medicine Hat, 1:10 at Grande Prairie and 1:12 at Red Deer. Figures for Lethbridge and Mount Royal Junior Colleges were not available. The ratio of staff to students is given in Table XXII.

TABLE XXII
COLLEGE STAFF-STUDENT RATIO
1966 - 67

Camrose	Grande Prairie	Leth-bridge	Medicine Hat	Mount Royal	Red Deer
1 : 6	1 : 10	N.A.	1 : 8	N.A.	1 : 12

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of the junior colleges.)

Impact of the Colleges. In order to obtain some indication of the effect that the presence of a college has in a district, the administrative heads of the colleges were asked in the Information Form which appears in Appendix A, to state their opinions of the impact of the colleges on the educational aspirations of the students and on the community. In general, their responses, on a low - medium - high scale, indicated that:

- (1) The propensity of district students for further formal education after high school was medium.
- (2) The tendency for students to go outside the district for further education after high school

was medium.

- (3) Most students complete the college program successfully.
- (4) The tendency to transfer from a college to a higher educational institution was high.
- (5) Students achieved a high degree of success in the institution to which they transferred.
- (6) The presence of the college exerted a motivational effect upon students to continue their education.
- (7) The cultural impact of the college upon the community was medium.
- (8) Community involvement and interest in the college was fairly high.

A summary of the opinions stated by the college heads appears in Table XXIII.

Summary of Provisions for Education in Junior Colleges in Alberta

- (1) There are five public junior colleges and one private junior college in Alberta
- (2) The colleges exist by authority of the Public Junior Colleges Act.
- (3) With the exception of the Edmonton area, the most densely populated regions of the Province are served by junior colleges.
- (4) College districts are composed of a number of school board units which elect to support a junior college jointly.

TABLE XXIII

IMPACT OF JUNIOR COLLEGES ON STUDENTS AND COMMUNITY

Scale: Low - L
 Medium - M
 High - H

Item	Junior Colleges					
	A	B	C	D	E	F
1. Propensity for higher education	M	M	M	M	M	M
2. Tendency to continue education outside College District	L	M	M	M	L	M
3. Attrition rate	-	M	L	L	M	L
4. Tendency to transfer to higher institution	H	-	M	H	H	H
5. Future educational success	H	-	H	-	M	H
6. Motivational effect	H	-	H	H	M	M
7. Impact of college on community	-	M	H	M	M	M
8. Community interest	-	H	H	H	M	M

Source: Information Form: Present Status of the College in Alberta. (Data provided by heads of junior colleges.)

- (5) Control of the colleges resides in college boards made up of representatives of the participating school boards.
- (6) Each college is situated within commuting distance of most of the students who reside in the college district.
- (7) The size of the population from which college students are drawn varies in magnitude and is relatively small in two of the existing college districts.
- (8) Financial support for the colleges is derived from four main sources: local requisition, provincial grants, federal grants, and student tuition fees. The proportion of funds from each source varies among the colleges with slightly over half the total revenue coming from government grants.
- (9) Tuition fees for transfer programs are uniform among the colleges and, for those students who are not residents of the college district, are equal to the fees levied by the universities. Students who reside in the district pay fifty per cent of the regular university fee.
- (10) The operational cost of the colleges per full-time student is approximately \$1,400 in all colleges except the two most recently established,

wherein the cost is approximately \$2,300 per full-time student, a figure that exceeds that of the universities.

- (11) In most cases the colleges have been established in temporary accommodation and in some instances facilities are shared with high school students. Several colleges are developing plans for future growth on permanent campuses. Library holdings are minimal and acquisition of books is generally not provided for through regular sources of support. In general, instructional space and physical facilities appear to be less than adequate.
- (12) All the junior colleges are affiliated with a provincial university and they must meet the regulations set by that institution.
- (13) First year university transfer courses are provided by all the colleges and in some cases the offerings have been expanded to include second year programs. Only two of the colleges presently offer other types of programs for full-time students. All of the colleges organize some form of adult education program.
- (14) Student enrolments are greatest in the university transfer programs as these are the only courses available in several of the colleges. The rate of student growth in the colleges has not been exceptionally rapid. Admission requirements for

university transfer programs are generally the same as those of the universities for similar programs. However, in some cases mature students with matriculation deficiencies are admitted to the courses.

(15) The majority of students reside within the college districts although a considerable proportion are non-resident. While most students enter college directly from high school, a significant number of older students are now returning to resume their education after a period of absence from school.

(16) A high faculty-student ratio is maintained in the junior colleges. The majority of instructors hold valid teaching certificates although this is not a requirement of employment. In most colleges the majority of instructors hold the Master of Arts Degree while a number have the Doctor of Philosophy Degree.

(17) In the opinions of the administrative heads of the colleges, the presence of a junior college in a community exerts a motivational effect upon students which tends to raise their aspirations for further education. There appears to be a strong tendency for those students who enter a junior college to complete their program successfully and to proceed to higher education. The

evidence indicates that those students who proceed to a university from a college are able to cope with their academic work successfully.

III. OTHER POST-SECONDARY EDUCATIONAL INSTITUTIONS IN ALBERTA

Universities

The universities of the Province are the main vehicle for the provision of post-secondary educational opportunities. According to the Second Interim Report of the Survey Committee on Higher Education in Alberta,

The modern university is said to be an institution with three functions: instruction, research, and public service, although the function of public service is really an extension of the other two. In more general terms, the functions of a university are to preserve, transmit and advance knowledge.

... These three functions serve the many goals of higher education: developing the minds and cultivating the tastes and purposes of students; making them broadly informed, skilled in the arts of study, organization, communication, and research; and providing the individual highly specific training in a chosen field.⁷⁷

There are at present three Provincial Universities in Alberta -- the University of Alberta located in Edmonton, the University of Calgary situated in Calgary, and the University of Lethbridge which was created by order-in-council in 1966 and which will begin operation in the Fall of 1967. The Provincial

⁷⁷ Second Interim Report of the Survey Committee on Higher Education in Alberta, op. cit., p. 2.

Government has recently announced plans for the establishment of a fourth university to be built in the Edmonton area. It has been stated that the rapid growth in the numbers of students seeking entry into the universities may result in curtailment of enrolment at the University of Alberta by 1968.

The input of Alberta matriculants into the Freshman year of the universities of the Province in 1966 was 3,909 and is shown in Table XXIV.

TABLE XXIV

ENROLMENT OF FRESHMAN STUDENTS FROM ALBERTA
HIGH SCHOOLS 1966-1967

University of Alberta	--	2,700
University of Calgary	--	1,209
Total	--	3,909

Source: Correspondence with Registrars' Offices of the Universities.

Collège St. Jean

Collège St. Jean was founded in 1911 for the purpose of offering secondary education to boys who intended to enter the priesthood. The College was incorporated by a Private act in 1961. Its financial and academic affairs are entrusted to a Rector and his advisors who are appointed by the local French-speaking Chapter of the Oblate Order.

In 1963 the Collège instituted a two-year bilingual

teacher training program affiliated with the University of Alberta and with the approval of the Minister of Education and the Board of Teacher Education and Certification. The Collège is interested in extending its affiliation with the University to provide a bilingual arts program on its campus.

Collège St. Jean is not, in the strict sense, a Church-affiliated College. It is owned and operated by a religious order. It intends to form a permanent lay Board to assist in administration and articulation with interested groups.

The Collège attempts to:

- (1) Provide an ever improving bilingual teacher training program for the very urgent requirements of the so-called bilingual schools in the first place and then for all schools of the Province in need of French teachers.
- (2) Provide on a bilingual basis a full Arts course affiliated with the University of Alberta.⁷⁸

Collège St. Jean offers a first and second year university program in affiliation with the University of Alberta. It may be regarded as a University Integrated College, rather than a junior college as the term is used in this study.

In the academic year 1966-67 the Collège registered a total of seventy-six students of whom fifty-one entered in 1966 with matriculation standing.

⁷⁸Stewart, op. cit., p. 32.

The Institutes of Technology

A relatively large number of students proceed to the Institutes of Technology following high school graduation. The function of these institutions is described by the Survey Committee on Higher Education in Alberta in its Second Interim Report:

The schools of technology are a relatively new part of higher education. Not too long ago, when a student left high school, he either went to university or ceased his formal education and took a job in commerce, industry, government, or agriculture. The world was not the complex, automation-minded world we know today. A high school education was adequate to satisfy the requirements of most occupations. Today, employment opportunities for the unskilled and uneducated are rapidly diminishing. However, many young people neither wish, nor are qualified to attend university. It is the function of the technical school to train and educate -- but mostly to train -- this segment of the young people so that they may acquire the skills necessary for our technological society.⁷⁹

The Southern Alberta Institute of Technology was first established as a Provincial Institute of Technology in 1916. The Institute is organized into a Technical Institute Division, a Cultural Division, a Trade Training Division, and an Evening Division. The Institute offers a wide variety of programs and enrolls thousands of students annually.

The Northern Alberta Institute of Technology opened in Edmonton in the Fall of 196³4. The Institute comprises a Technology Division, an Educational and Vocational Division,

⁷⁹Second Interim Report of the Survey Committee on Higher Education in Alberta, op. cit., p. 3.

an Apprenticeship Division, and an Evening Division.

General admission requirements vary from program to program.

Table XXV shows the academic status of Alberta high school students who entered the Institutes in the Fall of 1966. Approximately 1,000 entrants had matriculation standing and a similar number were diploma (only) students.

TABLE XXV

ACADEMIC STATUS OF ALBERTA HIGH SCHOOL GRADUATES
WHO ENTERED THE INSTITUTES OF TECHNOLOGY
IN 1966

Institute	No. of Matriculants	No. of Diplomates
S.A.I.T.	468	451
N.A.I.T.	500 (est.)	500 (est.)
Total	968	951

Source: Correspondence with the Institutes.

Schools of Nursing

A significant number of students choose to enter a hospital nursing school upon graduation from high school. Inquiries concerning the academic status of students entering training in the Fall of 1966 were made of fourteen institutions in the Province. Table XXVI summarizes the replies received and shows that approximately 450 of those students who began nurses' training program in 1966 had matriculation standing and about 250 held the high school diploma only.

TABLE XXVI
ACADEMIC STANDING OF STUDENTS ENTERING NURSES
TRAINING PROGRAMS
FALL - 1966

Hospital	No. Matriculants	No. Diplomates
A	16	20
B	85	--
C	38	9
D	72	31
E	8	48
F	2	1
G	21	32
H	3	30
I	4	13
J	94	--
K	--	18
L	34	19
M	4	6
N	62	30
Total	443	257

Source: Correspondence with the hospitals.

Agricultural and Vocational Colleges

While they do not fit within the definition of post-secondary educational institutions as the term is used in this study, the Agricultural and Vocational Colleges should be mentioned at this time. There are three such colleges, located at Olds, Vermilion, and Fairview. The numbers of students enrolled at present are not significantly large but plans are in hand for expanding this educational facility. If a master plan for post-secondary education in Alberta is developed these colleges should not be ignored. Entrance requirements are flexible in terms of the programs offered and the majority of students have not attained high school graduation. The enrolments in the three colleges in the 1966 - 1967 year are given in Table XXVII and show a total registration of 486 students.

TABLE XXVII

ALBERTA AGRICULTURAL AND VOCATIONAL COLLEGES ENROLMENT 1966 - 1967

College	Enrolment: 1966-1967
Olds	199
Vermilion	150
Fairview	137
Total	486

Source: Correspondence with the Director of Agricultural and Vocational Colleges.

IV. THE STUDENT POPULATION

Matriculation Students

Table XXVIII summarizes the input of students with full matriculation standing into post-secondary educational institutions in the year 1966-67.

Reference to Table X, page 44, shows that 5,392 students received Matriculation standing in 1966 in the Alberta high schools. Table XXVIII indicates that 6,030 entered the first year of post-secondary education in the various institutions in the Province in the Fall of 1966. The difference in these totals would indicate that a fairly large, but unidentifiable number of students returned to resume their education after an absence of one year or more from school. While it is impossible to obtain precise figures, it would appear that the majority of those students who receive matriculation standing are now proceeding to some form of post-secondary education.

Diploma Students

Table XXIX shows the approximate number of full-time students with diploma (only) standing who entered post-secondary educational institutions in Alberta in 1966. Because of the difficulty of obtaining accurate data on the destination of students with diploma standing, this total of 2,101 students must be considered an approximate figure.

TABLE XXVIII

INPUT OF MATRICULATION STUDENTS INTO POST-
SECONDARY INSTITUTIONS 1966

University of Alberta Freshmen	2,700
University of Calgary Freshmen	1,209
Collège St. Jean First Year	51
Camrose Junior College	62
Grande Prairie Junior College	58
Lethbridge Junior College First Year	249
Medicine Hat Junior College	86
Mount Royal Junior College First Year	54
Red Deer Junior College	150
Northern Alberta Institute of Technology	500
Southern Alberta Institute of Technology	468
Alberta Schools of Nursing	443
Total	6,030

Source: Officers of the institutions.

TABLE XXIX

INPUT OF DIPLOMA (ONLY) FULL-TIME STUDENTS INTO POST-
SECONDARY INSTITUTIONS IN ALBERTA IN 1966

Camrose Junior College	20
Grande Prairie Junior College	8
Lethbridge Junior College	200 (est.)
Medicine Hat Junior College	10
Mount Royal Junior College	645
Red Deer Junior College	10
Northern Alberta Institute of Technology	451
Southern Institute of Technology	500
Alberta Schools of Nursing	257
Total	2,101

Source: Officers of the institutions.

Reference to Table IX, page 43, shows that in 1966 a total of 14,535 students received the high school diploma; of this number, 9,143 had diploma (only) standing (computed from Figure 4, page 45). By comparing this figure with the total of 2,101 given in Table XXIX it can be seen that approximately 7,000 students with diploma (only) standing cannot be accounted for in first year post-secondary educational programs in Alberta in 1966. Figures are not available on the number of students who engage in part-time education or who enter programs not classified as post-secondary education. However, it is apparent that there exists a large pool of students with diploma standing who are not engaged in full-time formal education in secondary educational institutions in the Province.

Grade 12 Non-Graduates

Of the 21,781 registered Grade 12 students, approximately 7,000 students failed to attain graduation status in 1966. Many of these may be found in programs that do not demand high academic admission standards, such as, apprenticeship courses, trades courses, business schools, schools of art, and agricultural and technical colleges.

The Student Pool

Earlier in this study it was reported that an ever-increasing proportion of those students registered in Grade 9 now continue their education until Grade 12. There was an

enrolment of 21,781 students registered in Grade 12 in 1965-66. Of these approximately 8,000 or 37 per cent were in attendance at some post-secondary educational institution in Alberta in the following year. Thus it would appear that about 13,600 students, or 63 per cent of the Grade 12 enrolment did not continue formal education beyond this level in Alberta in the Fall of 1966. Table XXX shows the pool of students.

TABLE XXX

ALBERTA STUDENT POOL
1966-67

	Students in Grade 12 1965-66	Students in First Year Post-Secondary Education in Alberta 1966-67	Students who Discontinued Full-time Formal Education in Alberta 1966
Number	21,781	8,131	13,630
Per cent	100	37	63

Source: Compiled from data obtained from Department of Education Annual Reports and from officers of post-secondary educational institutions in Alberta.

V. SUMMARY

This chapter presented a survey of the provisions for post-secondary education in Alberta with special focus on the junior college facilities. The data collected dealt with such topics as college districts, control, students, staff, programs, facilities, and finance. The student input into post-secondary educational institutions was also discussed.

It was shown that, in 1966-67 about 8,100 students could be accounted for in the first year of some form of post-secondary education in Alberta. This figure included approximately 6,000 students with matriculation standing and 2,100 students with diploma (only) standing. By relating the post-secondary educational input to the Grade 12 output it was demonstrated that 13,630 students, that is, 63 per cent of the grade 12 enrolment of 1965-1966 could not be accounted for in post-secondary education in Alberta in the following year.

The Government of Alberta provides post-secondary educational facilities in a variety of institutions, operating under the authority of different governing bodies. But no master plan has been developed for co-ordinating the activities of the various institutions and for clearly defining the areas of educational responsibility. For those students who have full matriculation standing, the universities furnish the opportunity to pursue goals in a wide field of studies leading to the professions. The Institutes of Technology seek to educate and to train students in the development of skills required by our technological society, and they maintain flexible admission standards geared to the demands of their programs. Schools of nursing offer still another pattern of further education to both matriculation and diploma students.

But for many students who achieve only diploma standing and for those Grade 12 students who do not obtain high school

graduation status, little opportunity exists to continue further formal education. Because of restrictive factors that limit accessibility to some of the traditional institutions, it has been recognized recently that something more is needed -- a form of post-secondary education that embodies the principles of decentralization, diversification of programs, and less restrictive admission requirements. In response to this need, a number of junior colleges have been established in various centers in the Province. These colleges have the advantages of decentralization of facilities and greater accessibility at less cost to the individual student. However, the colleges, with some exceptions, are concentrating on university transfer programs and neglecting the wider function of making comprehensive programs available to a greater number of students. To date, admission policies have not been relaxed sufficiently to admit students on a flexible basis.

It appears that the junior colleges have so far failed to fulfil the intent of legislation and to implement the recommendations put forth in a number of reports. The educational opportunities required by thousands of students are not now available.

CHAPTER VI

CRITERIA FOR THE ESTABLISHMENT OF COLLEGES

I. INTRODUCTORY STATEMENT

The growth of the college movement in Alberta and the interest that has been generated in this aspect of post-secondary education during recent years stress the importance of examining the requirements that should be met as a condition for establishing and developing colleges. The situation in Alberta has been somewhat akin to that described by Barbridge in the Foreword to Criteria for the Establishment of 2-Year Colleges:

Colleges and universities have until recently often been located and developed in a rather haphazard manner. Some of the reasons given for the locations chosen have not been very closely related to sound educational premises. In the early days rural areas were chosen "to get away from the godless cities:" the desire to please constituents or donors has at times been considered more important than serving the maximum number of students, and local enthusiasm has too often served as a substitute for adequate financial support.⁸⁰

An acceleration in the demand for further educational opportunities has emphasized the need to provide answers to the questions, "When, where, why, and under what circumstances should a post-secondary college be established?" Failure to

⁸⁰D. G. Morrison and S. V. Martorana, Criteria for the Establishment of 2-Year Colleges (Washington: U. S. Government Printing Office, 1960), Foreword.

consider the necessary and sufficient conditions to be met can result in a proliferation of small second-rate institutions that are both uneconomical and inefficient. The resulting haphazard development can have deleterious effects upon the entire educational system.

The Second Report to the President sounds a note of warning that has relevance for the Alberta setting:

Recognizing that community colleges are uniquely equipped to meet the particular needs of the individual community and to be responsive to the diverse interests of its citizens, the Committee recommends that communities anticipating substantial growth in student population consider the 2-year college as a possible solution to some of the problems of providing additional educational opportunities. However the Committee also urges that this possibility be approached with caution. Care is essential to ensure success for this kind of educational program. There are already too many colleges too small to be economical. Community planning must be closely related to State and regional planning in order to avoid the possibility of developing still more small, uneconomic units. The errors that were made in developing too many small high schools should not be repeated in the development of community colleges. Any community college program should be financed in such fashion as not to weaken support of the community's elementary and secondary schools. Without sound planning, what might have become a major asset may become a community liability.⁸¹

In this chapter a conceptual model of criteria for the establishment of colleges is developed, based upon the ideas formulated by Morrison and Martorana, Macdonald, Fields, and Blocker, Plummer, and Richardson. Reference is also made, in

⁸¹Second Report to the President (Dwight D. Eisenhower). The President's Committee on Education Beyond the High School, (Washington: U.S. Government Printing Office, July, 1957), p. 72.

drafting the criteria statement, to the college characteristics discussed in Chapter III of this study. The construction of a College Criteria Opinionnaire, derived from the model, is described; the administration of the Opinionnaire to members of the junior college staffs in Alberta is explained; and the collection, processing, and analyzing of the returns are reported. Areas of weakness in the present approach to college development in Alberta, according to staff perceptions of the situation in their own colleges, are identified and recorded.

II. CRITERIA FOR THE ESTABLISHMENT OF COLLEGES

College Criteria Proposed by Morrison and Martorana and by Macdonald

The feasibility of establishing and developing a college should be judged by its ability to satisfy specific criteria. While no one set of criteria is applicable to all situations, it is possible to postulate a set of standards based upon informed opinion and upon accepted principles that have proved tenable. In 1959 Morrison and Martorana⁸² conducted a comprehensive study to collate and report information on criteria for establishing and developing two-year colleges in the United States. Their study provided an extremely broad coverage by obtaining data relating to criteria

⁸²Morrison and Martorana, op. cit.

from State laws, regulations issued by State agencies, recommendations made in State studies, and opinions held by educational authorities who have been working in the two-year college field for several years. A summary of their findings regarding significant criteria has general applicability for understanding the conditions necessary to assure success in establishing new colleges and provides a frame of reference for evaluating those developments that have already occurred in a given situation. The following statement of criteria items is based largely upon the study of Morrison and Martorana and includes some opinions expressed in the Macdonald Report⁸³ on the development of higher education in British Columbia:

(1) Statement of Philosophy

An essential criterion resides in a clearly defined and understood statement of the philosophy and the unique character of the college -- its functions and purposes. All else stems from this. Early decisions must be made about the objectives which the college hopes to achieve.

(2) Potential Enrolment

Minimum and potential enrolment is an essential criterion to be considered. The 200 - 400 range of enrolment for the beginning college is

⁸³Macdonald, op. cit.

most generally acceptable, with a potential enrolment of 400 full-time students at the end of five years. Macdonald recommends a minimum starting enrolment of 300 students.

Various methods may be used to estimate enrolment, such as numbers based on high school enrolment, numbers of high school graduates, or numbers of students in the 18-19 years age range.

Although total population is seen to be a desirable criterion, there is no consensus on what the minimum population within a twenty-five mile range should be; suggestions vary from 25,000 to 100,000.

(3) Financial Support

While this is considered to be an essential criterion, it is difficult to generalize and apply to a particular local situation. It is generally agreed that financial support should derive from three major sources: the province, the local community, and student tuition.

Consensus supports a low student tuition levy.

The Morrison-Martorana Study suggests that the students should not pay more than 35 per cent of the cost, although some states have no tuition fee; the Macdonald Report recommends that 25 per cent of the cost should be borne by the student. The basis of financial participation by the province

and by the local community must receive careful consideration and the necessary financial support must be assured.

(4) Community Interest

Although difficult to measure, local interest is seen to be a very important criterion. An appraisal of local interest and support may be obtained by requiring the conduct of a study designed to provide an accurate picture of the local unmet need for higher education, the projection of high school enrolment and potential college enrolment, the present and expected industrial development in the community, the plans and expectations of high school graduates, and the economic status of the student and his family. Morrison and Martorana consider the requirement of such a study to be the most important criterion. Local initiative is considered important and evidence of need and interest may be demonstrated by a vote of the people in the area to be served by the college. Favorable local area opinion, based upon an understanding of the objectives of the college, is deemed to be essential.

(5) Local Responsibility in Initiation and Government

Macdonald believes that it is important that citizens in local areas have a voice in the government of the colleges so that these may retain their

community orientation. A movement for initiating the establishment of a college may take the form of a vote by the people, provincial agency approval, or action by the local board.

(6) Accessibility to Students

Accessibility to students is considered to be an important criterion of the college. Two measures of accessibility are suggested: a 30-mile travelling distance each way, or one-hour travel time each way. Beyond this range, student potential tends to drop off. Density of population of the district to be served is also a factor to be considered.

(7) Decentralization

This criterion relates to the need to make educational opportunities available to all students in the province who can profit by the experience. Macdonald claims, and uses the California system in support of his contention, that economies accrue by providing education in junior colleges that are established in local communities throughout the province.

(8) Academic Accessibility

The policy of admission requirements and the extent to which an "open door" policy is established must be considered as an important criterion. If the objective is to provide educational opportunities

for all who desire them and can benefit from them, there must be ease of access to appropriate programs, unrestricted by rigid entry requirements.

(9) Articulation

The nature of the articulation with other institutions of higher education, with high schools, and with business and industry is an important criterion. Ease of transfer into higher institutions and channels of communication with business and industrial occupations must receive careful consideration.

(10) Curriculum

The curricula of the college should contain the subject matter offerings implied by the objectives. Thus, if the objectives are to provide educational opportunities to meet the diverse interests and needs of all who can benefit, then the curricula should be comprehensive and include programs for transfer to university and technical institutes, general and adult programs, and programs designed for those who have academic deficiencies and who wish to pursue further education.

(11) Autonomy

Macdonald stresses the importance of the criterion of autonomy and says that an institution can only achieve excellence if it can define its own goals and organize its own program. In support of his

point of view he cites a Michigan study which stresses the importance of maximum self-determination. If a community college is to perform its unique function to be different, it must have the opportunity to innovate and experiment, free of restrictions. The merits of the concepts of affiliation and accreditation must be considered in this context.

(12) Availability of Qualified Faculty

This is a factor of importance -- a sine qua non for establishing colleges, as the academic status of the college depends largely upon the qualifications of the faculty. Related to this is the criterion of educational leadership.

(13) Availability of Buildings and Facilities

While this criterion is not considered as significant as some others, in general it is felt that temporary buildings should be used as a last resort, and that the use of joint facilities should be avoided if at all possible. It is highly recommended that each new college should start with a complete new plant and that sufficient time should be spent on planning in advance of opening. The image of the college may well rest upon the impression created by the physical facilities.

(14) Proximity to Other Institutions of Higher Education

This is a criterion of some limited importance that must be considered along with other criteria, such as population density and curricula offerings. It is important to avoid unnecessary duplication.

Fields' Fundamental College Characteristics

In analyzing community and junior colleges, Ralph R. Fields⁸⁴ identified five fundamental characteristics which he thought clearly established the uniqueness of these institutions:

- (1) Democratic -- low tuition and other costs; non-selective admission policies; geographically and socially accessible; and popularized education for the largest number of people.
- (2) Comprehensiveness -- a wide range of students with widely varying abilities, aptitudes, and interests; a comprehensive curriculum to meet the needs of such students.
- (3) Community-centered -- locally supported and controlled; local resources utilized for educational purposes; a community service improving the general level of the community.
- (4) Dedicated to life-long education -- educational programs for individuals of all ages and educational needs.
- (5) Adaptable -- to individual differences among students, differences in communities, and the changing needs of society.

Elements Necessary for the Success of a College

According to Blocker, Plummer, and Richardson⁸⁵ there

⁸⁴Ralph R. Fields, The Community College Movement (Toronto: McGraw-Hill Book Company, Inc., 1962), pp. 63-95.

⁸⁵Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson, Jr., The Two-Year College: A Social Synthesis (Englewood Cliffs: Prentice-Hall, Inc., 1965), p. 73.

are at least five essential elements which must be present if the college is to establish institutional stability and make effectual adaptations to changing societal needs.

These requirements are as follows:

- (1) The college must have a carefully defined philosophical position.
- (2) The college must have strong administrative leadership.
- (3) The college must develop favorable attitudes, understanding and acceptance among members of the community.
- (4) Financial support must be available to implement the programs.
- (5) There must be a clear definition of functions of all segments of post-high school education.

III. MODEL OF COLLEGE CRITERIA

It is now possible to postulate a conceptual model of criteria for the establishment of colleges. The following list of criteria is a composite statement of those items which appear to have the most relevance for the Alberta situation, based upon the taxonomy of characteristics presented in Chapter III, the studies of Morrison and Martorana and Macdonald, the analysis of Fields, and the requirements identified by Blocker:

A CONCEPTUAL MODEL OF CRITERIA FOR THE
ESTABLISHMENT OF COLLEGES

(1) Statement of Philosophy and Purpose

The college should have a clearly defined statement of its philosophical position and of the purposes which it is designed to achieve.

(2) Survey of Local Needs

A survey of local needs, conditions, facilities, student potential and other relevant matters should be undertaken prior to the decision to establish a college.

(3) Community Interest

The success of the college will be largely dependent upon the degree of community interest, support, acceptance and awareness of the philosophy and objectives of the college.

(4) Local Participation in Control

If the college is to function as a community enterprise, there must be local representation on the governing body.

(5) Provincial Financial Support

Because local communities are already carrying a heavy tax burden to support educational services, and because colleges benefit the wider community, the province should be a major source of financial support.

(6) Financial Accessibility

Tuition fees should be minimal so that no student is denied the opportunity of attending the college because of financial barriers.

(7) Student Population

The initial and potential student enrolments should be large enough to support the full range of programs offered by the college.

(8) Geographic Accessibility

Colleges should be so located that they are geographically accessible to the majority of students who wish to attend.

(9) Articulation

Liaison with other educational institutions should facilitate ease of transfer. It is important that the roles of all institutions be mutually understood and that the educational process be continuous. The needs of business and industry should be considered in the establishment of programs and in the preparation of students for employment.

(10) Autonomy

The college should be free to develop its own programs, set its own standards and select its own personnel, unrestricted by external agencies.

(11) Comprehensive Program

The college should offer a wide range of programs designed to meet the needs of a diversified clientele, characterized by differences in interests, needs, abilities and motivations. Included in the curriculum should be such programs as university transfer, technical institute transfer, vocational, general, adult, and programs for those with academic deficiencies.

(12) Academic Accessibility

The college should maintain an "open door" policy, admitting all those who can benefit from further educational experiences. These students will include matriculants, high school graduates, mature adults, and students who need to make up deficiencies in order to pursue further education.

(13) Community-orientation

The college programs should be designed to meet local needs and interests and should be adaptable to differences in individuals and to changes in society.

(14) Program Flexibility

There should be ample provision for transfer from one program to another as the needs and abilities of individual students become apparent.

(15) Program Integration

Students enrolled in different programs should be merged in common courses in an attempt to minimize the dichotomy that exists between academic and technical education.

(16) Counselling Services

An effective counselling service is essential so that students may be directed into programs that are appropriate to their needs, interests and abilities.

(17) Availability of Facilities

Adequate buildings and facilities are essential to ensure the successful conduct of the program and to

provide an atmosphere that is educationally stimulating.

(18) Availability of Qualified Staff

The College Board must be able to attract and appoint highly qualified staff in order to maintain the program at a high level and to establish the prestige of the institution.

IV. COLLEGE CRITERIA OPINIONNAIRE

The Instrument

For the purpose of obtaining a measure of the degree to which the Junior Colleges in Alberta satisfy the criteria statement, a College Criteria Opinionnaire was constructed. The instrument was drafted in the form of a set of eighteen items based upon the Conceptual Model of College Criteria and one additional item on the general adequacy of the college in performing its function. Directions to respondents requested that they indicate their perceptions of the relevant characteristics as they applied to their particular college at the time of responding.

Responses were solicited on a five point scale -- Unsatisfactory - Fair - Satisfactory - Good - Excellent -- with numerical values from 1 to 5.

The items were first submitted to a group of second-year Doctor of Philosophy students who were conducting a study of higher education at the University of Alberta. Revision of the Opinionnaire was made on the basis of the

reactions of these students. The final form of the Opinionnaire appears in Appendix B.

Administration

It was felt that the staff members of the colleges would be in a favourable position to express valid opinions on the degree to which their particular college satisfied the criteria of the Opinionnaire. With the approval of the chief administrative officer of each college, arrangements were made to submit the Opinionnaire to members of the staffs. Visits were made to each of the six junior colleges in Alberta to discuss the project, and copies of the Opinionnaire were distributed to staff members.

Processing of Returns

Returns were subsequently received by mail from ninety-six individual staff members, including instructors of both university and other courses. The responses expressed the perceptions of those members of the college staffs who participated in the project; they represented the opinions of the majority of instructors in most of the colleges. An analysis of the responses revealed the individual nature and the subjective bias of staff perceptions of college characteristics; opinions for most criteria items ranged throughout the entire scale, from unsatisfactory to excellent. Such variability in perception might be anticipated and might be accounted for by a number of reasons beyond the scope of

this study, for example, alienation.

It was felt that the most meaningful way of expressing the combined opinion of the staff of a college was to calculate the mean rating given on each criteria item in the Opinionnaire in quantitative terms using the values from 1 to 5. This was done and the data for each college are presented in composite form in Table XXXI.

Analysis of Responses

The following statements summarize the opinions of staff members regarding the degree to which the criteria for the establishment of colleges are satisfied in the junior colleges of Alberta:

(1) Statement of Philosophy and Purpose

This criterion was not perceived to be satisfied in three colleges. One college was rated "good" on this item.

(2) Survey of Local Needs

The majority of staffs were of the opinion that a satisfactory survey of local needs had been undertaken as a guide to planning.

(3) Community Interest

Most staff members felt that community interest in the colleges was less than satisfactory.

(4) Local Participation in Government

In general, it was felt that local representation on the college governing boards was satisfactory.

TABLE XXXI

COLLEGE CRITERIA OPINIONNAIRE MEAN RATINGS
BY JUNIOR COLLEGE STAFFS

Scale: 1. Unsatisfactory
2. Fair
3. Satisfactory
4. Good
5. Excellent

Criteria Item	Junior Colleges					
	A N=7	B N=10	C N=10	D N=9	E N=34	F N=26
1. Statement of Philosophy	3.5	2.8	2.3	2.7	4.0	3.0
2. Survey of Needs	3.1	3.3	2.2	2.7	3.2	3.4
3. Community Interest	2.1	3.4	2.9	2.9	2.4	3.2
4. Local Control	2.8	3.7	4.2	3.5	3.5	4.2
5. Financial Support	2.0	2.7	2.4	2.1	2.9	3.3
6. Financial Accessibility	4.0	4.0	4.0	4.2	2.0	4.3
7. Student Population	1.5	3.2	2.7	1.8	3.4	3.5
8. Geographic Accessibility	3.0	3.7	2.3	4.1	4.0	3.4
9. Articulation	3.2	3.3	2.6	2.5	3.2	3.1
10. Autonomy	3.0	2.4	3.1	2.1	3.4	4.2
11. Comprehensiveness	2.5	2.3	1.6	1.6	4.1	4.0
12. Academic Accessibility	3.3	3.2	2.4	2.3	4.3	3.8
13. Community-orientation	3.4	2.9	2.3	2.4	3.8	3.8
14. Program Flexibility	3.8	3.1	2.2	2.9	3.7	2.8
15. Program Integration	3.4	2.3	2.0	2.5	3.2	2.2
16. Counselling	3.3	3.3	3.5	3.6	3.4	1.6
17. Facilities	3.3	2.1	1.7	2.7	2.0	3.5
18. Qualified Staff	4.0	2.9	3.7	3.3	3.8	3.9
Adequacy	4.0	3.2	2.1	2.4	3.5	3.5

Source: College Criteria Opinionnaire returns from junior college staffs.

(5) Provincial Financial Support

Five of the six college staffs indicated dissatisfaction with the amount of financial support provided by the Provincial Government.

(6) Financial Accessibility

In only one college did the staff express the opinion that the level of tuition fees acts as a barrier to student access to the college. In all other colleges this criterion was seen to be well satisfied.

(7) Student Enrolment

The staffs of three colleges were of the opinion that the college enrolments were not large enough to support the full range of programs offered.

(8) Geographic Accessibility

In all cases except one it was felt that the criterion of geographic accessibility was satisfied.

(9) Articulation

The criterion of articulation with other educational institutions was barely satisfied in the opinion of most respondents, while the staffs of two colleges expressed dissatisfaction.

(10) Autonomy

The staff of one college expressed itself as well satisfied with the degree of autonomy enjoyed, while in the opinion of two groups this criterion was not met.

(11) Comprehensive Program

Four colleges were rated very low on this criterion.

In the other two colleges the staffs perceived the existence of a comprehensive program that met the needs of a diversified group of students.

(12) Academic Accessibility

In general it was felt that this criterion was satisfied although two colleges reported that access was not provided on an "open door" basis.

(13) Community-oriented

In the opinion of the staffs of three colleges the programs did not satisfactorily meet the needs of the community.

(14) Program Flexibility

Although this criterion was not applicable to the situation that exists in several of the colleges, most of the staffs expressed the opinion that it was not well satisfied. Two colleges reported that provision exists for students to transfer from one program to another.

(15) Program Integration

This criterion is not applicable to the colleges in which only one type of program is offered. In the others, apparently little attempt is made to merge students enrolled in different programs in some basic courses.

(16) Counselling Services

Five college staffs were of the opinion that counselling services were satisfactory while the sixth rated its

college extremely low on this criterion.

(17) Availability of Facilities

In general, staff members felt that college facilities were inadequate. Four college staffs rated their facilities less than satisfactory.

(18) Availability of Qualified Staff

The staffs of all colleges except one expressed the opinion that this criterion was well satisfied.

General Adequacy of the Colleges

In responding to the item at the end of the Opinionnaire on general adequacy of the colleges, three of the college staffs rated their colleges slightly above the satisfactory level, while two groups expressed dissatisfaction with the general adequacy of their colleges.

The analysis of the responses to the Opinionnaire indicates considerable diversity in perceptions, not only amongst college staffs, but also amongst individual instructors within the same staff. While there was a degree of consistency expressed in the responses to some items, much variation was evident in staff perceptions of other characteristics.

As a group, the staff of each college ranked its institution "good" or better on very few of the criteria items. However, three of the staffs were of the opinion that the colleges satisfied most of the criteria. The item

that received the highest rating by the majority of staffs concerned financial accessibility to students; it was generally perceived that the level of tuition fees did not act as a barrier to college attendance. Five of the six staffs were of the opinion that their colleges satisfied the following criteria:

4. Local participation in college government.
6. Financial accessibility.
8. Geographical accessibility.
18. Availability of qualified staff.

Every item in the Criteria Opinionnaire was rated less than satisfactory by at least one group of instructors. The college staffs were almost unanimous in their opinion that the degree of financial support provided by the Provincial Government was inadequate. Three of the college staffs felt that their institutions failed to satisfy most of the criteria items.

Table XXXII summarizes the criteria items which were given a rating below the satisfactory level (3) by the college staffs. The table indicates that, in general, the views expressed by the staffs of the junior colleges reveal a feeling of dissatisfaction with the current state of these institutions. It would appear that, in the opinion of the staffs, the colleges, in general, are performing a mediocre role in post-secondary education. The staff perceptions tend to substantiate the informational data about the junior colleges reported in Chapter V.

TABLE XXXII

COLLEGE CRITERIA OPINIONNAIRE ITEMS RATED
BELOW SATISFACTORY LEVEL BY JUNIOR
COLLEGE STAFFS

Criteria Item	Junior Colleges					
	A	B	C	D	E	F
1. Statement of Philosophy		X	X	X		
2. Survey of Needs		X	X			
3. Community Interest	X		X	X	X	
4. Local Control	X					
5. Financial Support	X	X	X	X	X	
6. Financial Accessibility						X
7. Student Population	X		X	X		
8. Geographic Accessibility			X			
9. Articulation			X	X		
10. Autonomy		X		X		
11. Comprehensiveness	X	X	X	X		
12. Academic Accessibility			X	X		
13. Community-orientation		X	X	X		
14. Program Flexibility			X	X		X
15. Program Integration		X	X	X		X
16. Counselling						X
17. Facilities		X	X	X	X	
18. Qualified Staff		X				
Adequacy			X	X		

Source: College Criteria Opinionnaire returns from junior college staffs.

V. SUMMARY

In this chapter a Conceptual Model of Criteria for the Establishment of Colleges was developed in a composite form embodying elements suggested by the writings of Morrison and Martorana, Macdonald, Fields, and Blocker, Plummer, and Anderson, as well as characteristics included in the Taxonomy of Significant College Characteristics presented in Chapter III. The construction and administration of a College Criteria Opinionnaire, based upon the Criteria Model, were described. The responses to the Opinionnaire, obtained from members of the staffs of all the junior colleges in Alberta, were recorded and analyzed, and areas of strengths and weakness in the colleges, as perceived by staff members, were identified. The findings revealed that, in the opinions of the staffs, the colleges, in many instances, do not satisfy the requirements of the criteria statement and thus do not appear to perform adequately their intended role in post-secondary education.

CHAPTER VII

MAJOR PROBLEMS TO BE RESOLVED

I. INTRODUCTION

The development of an integrated system of post-secondary education poses major problems for governments and for educators. There are no easy solutions to these problems and a democratic attitude invites a diversity of points of view on many basic issues. In Chapter III brief reference was made to developments in several regions where post-secondary colleges have already been established or are in the process of being established. It was seen that Quebec and Ontario are developing systems of colleges on a provincial basis, designed as elements in an overall educational structure. In British Columbia, regional colleges are being established through local initiative, on the basis of community needs, under the guidance of a Provincial Academic Board. In California, where the greatest development in the college movement has occurred, the college is one of the components of a tri-partite state system, bridging the gap between high school and university.

The junior colleges in Alberta have thus far been established in response to local demand and there has been little or no central co-ordination of development within a provincial structure. However, the Government has recently recognized the need for co-ordinated planning: an Amendment

to the Public Junior Colleges Act was passed at the 1967 Session of the Legislature creating a Board of Post-Secondary Education. In May, 1967, the Government announced the appointment of Dr. G. L. Mowat of the University of Alberta as the first Chairman of the Board.

II. IDENTIFICATION OF PROBLEMS

In this chapter some of the major problems to be resolved in planning a co-ordinated system of colleges are identified and their relevance to the situation that obtains in Alberta is indicated. The construction and administration of a Colleges Problems Opinionnaire is described and the responses obtained are analyzed and summarized.

A prerequisite to planning a system of colleges is the identification of problems that must be resolved if success is to be achieved. These problems have been fully recognized by many students of the college movement and are not unique to the Alberta situation.

In speaking to the National Seminar on the Community College in Canada, held in Toronto in 1966, Dr. Leland Medsker⁸⁶ referred to the many problems confronting education beyond the secondary level. He identified the following problem areas: the problem of determining the nature of education

⁸⁶Community Colleges 1966. Report of A National Seminar on the Community College in Canada (Toronto: The Canadian Association for Adult Education, 1966), pp. 3 - 9.

at the collegiate level which best serves a complex society, the provision of diversity of both programs and techniques, the question of differentiation of function among higher institutions, the problem of access and opportunity, and the problem of geographical distribution of collegiate facilities.

Dr. Macdonald in his Report on Higher Education in British Columbia,⁸⁷ discussed problems relating to: programs, kinds of educational institutions required, equalization of educational opportunities, student demand, governing bodies, financing, and locations.

In a Regional College Study⁸⁸ of the need for colleges in the Fraser Valley, the authors considered the problems of programs, regions, academic year, faculty, articulation, students, location, and facilities.

Dr. Andrew Stewart, in his Special Study on Junior Colleges, identified some of the problems faced in developing institutions of post-secondary education in Alberta:

The general problem of post-secondary education is a complex one. It contains a number of separate elements. Basically the problem is created by the demonstrated need for more, and more extended, educational opportunities and experiences. The traditional system, which includes schools and universities, must be expanded to accommodate increased numbers. There are more people to be educated. But the required

⁸⁷Macdonald, op. cit.

⁸⁸Regional College Study: Delta, Langley, Richmond, Surrey. (Vancouver: Tantalus Research Limited, 1966).

expansion is not uniform across the system. The period of education is being extended. Within the traditional system, the rate of expansion is, and will be, more rapid at advanced levels, i.e. in the high schools and, particularly, in the universities. But something more is needed.⁸⁹

Specifically, Dr. Stewart referred to the following problems: purposes, programs, government and organization, institutional framework, financing, articulation, students, staff, and naming of colleges.

The Fact Finding Committee on Post-Secondary and Continuing Education in Alberta⁹⁰ identified the following problem areas: governmental structure, college administration, programs, staffing, buildings, sites and naming of colleges.

In the present study it was shown in Chapter II that certain social forces are creating a need and a demand for extended educational opportunities beyond the high school level. A review of legislation and reports, in Chapter IV, indicated a desire to create diversified educational opportunities and to provide education for more people in Alberta. However, in spite of the evidence of need and the statements of intent, there exists a measure of confusion and disagreement regarding some of the basic issues that must be considered in creating the type of institution that might be expected to achieve the desired objectives. The data reported

⁸⁹Stewart, op. cit., p. 11.

⁹⁰Report of The Fact Finding Committee on Post-Secondary and Continuing Education in Alberta, op. cit.

in Chapter V indicate that there are some imperfections in the present provision of college education in Alberta. These findings are supported by the opinions of college staff members, as discussed in Chapter VI: it was perceived by instructors that some of the colleges failed to satisfy a number of the criteria used in the evaluation of efficacy. Further evidence of the existence of unsolved problems was apparent in the deliberations of the Conference on Post-Secondary Education held in November, 1966, in Edmonton, when divergence of opinion on a number of basic issues was expressed. Problems relating to the development of a system of post-secondary colleges in Alberta do exist and solutions are not yet apparent. These problems that create obstacles to the development of a co-ordinated system of post-secondary colleges can be subsumed under the following general headings:

- (1) Purposes
- (2) Programs
- (3) Admission policies
- (4) Problems relating to student personnel
- (5) Governing bodies
- (6) Establishment and location
- (7) Financial support
- (8) Articulation
- (9) Problems relating to faculty
- (10) Facilities

III. COLLEGE PROBLEMS OPINIONNAIRE

The Instrument

In order to ascertain a measure of public opinion respecting some of the basic problems involved in the development of colleges, it was decided to construct an Opinionnaire and to submit it to a cross-section of educators and others interested in the college movement. An instrument consisting of twenty-nine questions was prepared, in consultation with faculty advisors. The items were set up in the form of directed-response questions. Respondents were directed to select one of several alternative responses or, in some instances, more than one alternative, and to indicate an order of priority if they so desired. The College Problems Opinionnaire appears in Appendix C.

Data Collection

The Opinionnaire was mailed, with a covering letter and a stamped return envelope to one hundred and forty-five individuals, representing a cross-section of groups deemed to be interested in and informed about the college movement in Alberta. Returns were subsequently received from one hundred and four respondents, representing 72 per cent of the number solicited. A number of letters were received and many of those who returned the Opinionnaire added written comments and opinions. Members of the following groups returned the completed Opinionnaire:

Agricultural and Vocational Colleges branch
Alberta Association of Registered Nurses
Alberta College
Alberta Education Council
Alberta Federation of Home & School Association, Inc.
Alberta School Trustees' Association
Alberta Teachers' Association
Association of Canadian Commercial Colleges
Association of Private Schools and Colleges
Calgary Chamber of Commerce
Canada Manpower Center
Christian Training Institute
Civil Service Commission
Collège St. Jean
Edmonton Chamber of Commerce
Edmonton Separate School Board
Fact Finding Committee on Post-Secondary Education
Grande Prairie Junior College
Lethbridge Chamber of Commerce
Lethbridge Junior College
Medicine Hat Junior College
Ministry of Education
Mount Royal Junior College
Northern Alberta Institute of Technology
Provincial Department of Education
Red Deer Junior College

Southern Alberta Institute of Technology

University of Alberta

University of Calgary

Urban School Superintendents Association

Criticism of the Problems Opinionnaire

Responses to the College Problems Opinionnaire indicated an intense interest in and concern about the college movement in Alberta. For the most part, respondents answered all the questions asked, and in many instances added written comments.

The instrument itself lacked sophistication in some respects. The Opinionnaire would have been more effective if some of the imperfections had been eliminated through rigorous pre-testing. A few of the items proved to be technically poor and the wording in some cases may have pre-determined the responses. A true multiple-choice type of item might have avoided some of the frustration experienced by a few of the respondents. It was felt by some that more alternative answers could have been provided.

In spite of the short-comings of the Opinionnaire, it did succeed in eliciting the kind of information that it was designed to produce. Majority agreement was obtained on most issues, and areas of disagreement were clearly indicated. To the extent that the opinions of the respondents represent the views held by the people of the Province, the information obtained from the returns provides

a guide to the solution of the problems raised in the Opinionnaire.

Analysis of Responses to the College Problems Opinionnaire

A total of 100 returns were processed for the analysis which follows.

Note: (1) Where the number of responses recorded for an item totals more than 100 per cent respondents have indicated more than one choice.

(2) Where the number of responses recorded for an item totals less than 100 per cent the remainder of answers were dispersed over the alternatives and the number of responses in these categories was insignificant.

(3) All items were not responded to by all respondents, thus the differing values of N.

(1) What should be the main purpose of the College?

N = 99

88 per cent of the respondents felt that the main purpose of the college should be to provide diversified educational opportunities to meet individual needs. Other responses were distributed amongst the other alternatives, with 6 per cent indicating that the main purpose of a college should be to decentralize university educational facilities.

(2) What should be the status of the college in the educational system?

N = 99

80 per cent indicated that they felt that the college

should be a unique institution, different from high school and from university.

11 per cent felt that the college should be an extension of the secondary school system.

12 per cent supported the view that the college should offer the first years of a university education.

(3) Where should emphasis be placed in the college program?

N = 97

62 per cent felt that emphasis should be placed upon the teaching function. Almost one-third of these indicated counselling as a second choice and about one-quarter felt that consideration should be given to remedial programs for students.

39 per cent were of the opinion that emphasis should be placed upon counselling students into appropriate programs.

(4) What kinds of programs should the college offer?

N = 99

93 per cent indicated that they thought that the colleges should offer comprehensive programs (transfer, vocational, adult, etc.)

(5) What control should be exercised over types of programs offered?

N = 84

52 per cent felt that colleges should be required to offer a comprehensive curriculum.

48 per cent thought that colleges should be free to decide what types of programs they will offer.

- (6) Should there be a planned integration of different programs within the college?

N = 94

64 per cent of respondents were in favor of merging academic and technical fields in some courses.

51 per cent of those responding indicated their support for providing general education courses for all students. Of these, the majority favored making general courses available on an optional basis.

- (7) If colleges are established in cities what should be their purposes?

N = 95

87 per cent felt that colleges, if established in cities, should have as their purpose to offer comprehensive programs.

12 per cent indicated that the main purpose of city colleges should be to offer university transfer programs. Approximately 13 per cent were of the opinion that the purpose of city colleges should be to offer adult education programs.

- (8) What admission policies should a college adopt?

N = 98

95 per cent favored a flexible policy admitting any student who demonstrates to the college that he has the ability to benefit from a college program.

(9) Where should students be able to attend a college?

N = 98

74 per cent indicated that they thought that students should be able to attend any college of their choice in the Province.

21 per cent felt that students should be able to attend a college in any region only by mutual arrangements between College Boards.

(10) How should students be allocated to colleges and universities?

N = 97

86 per cent of respondents felt that students should have the opportunity to enter either a college or a university if they have matriculation standing.

10 per cent felt that admission to a university should be based upon the need for certain specialized programs which only universities offer.

5 per cent would restrict admission to a university to those students who have the highest academic standing.

4 per cent felt that all students should be obliged to attend a college for their first year of university level courses.

(11) What should be the basis of tuition fees?

N = 99

34 per cent felt that tuition fees should be equivalent to those levied by other educational institutions.

21 per cent favored a token tuition fee only.

23 per cent thought that the amount of tuition fees should be related to costs involved in offering various programs.

17 per cent were of the opinion that tuition fees of the colleges should be less than those levied by other educational institutions.

6 per cent of respondents were in favor of no tuition fees.

(12) Should a Provincial Board be established?

N = 97

96 per cent expressed themselves to be in favor of the establishment of a Provincial Board.

(13) If a Provincial Board is established, how should it be composed?

N = 98

91 per cent felt that the Provincial Board should be composed of both representative and appointed members.

7 per cent favored a Board made up of representatives of Regional Boards.

(14) What should be the function of the Provincial Board?

N = 94

73 per cent were in favor of a Provincial Board acting in an advisory capacity to the Government in matters dealing with the establishing and financing of colleges.

18 per cent thought that the Board should exercise supervisory authority over all actions of the Regional Boards.

18 per cent indicated that the Board should accredit colleges if they reach required standards.

20 per cent felt that the Board should exercise authority in academic matters pertaining to programs, staffing and standards in the colleges.

(15) How should Regional Boards be composed?

N = 98

45 per cent felt that the Regional Boards should include members who are representatives of groups concerned with the welfare of the college.

36 per cent thought that the Boards should be composed mostly of representatives of the participating district school boards.

29 per cent felt the Board members should be elected by citizens of the Region.

10 per cent were of the opinion that Board members should be appointed by the Government.

(16) What authority should the Regional Boards exercise?

N = 98

47 per cent believed that the Regional Board should have full authority over the financial and academic affairs of the colleges.

45 per cent felt that the Regional Board's authority should be subject to the approval of the Provincial Board.

9 per cent thought that the Regional Board should be directly responsible to the Department of Education.

- (17) How should post-secondary educational institutions be co-ordinated?

N = 97

41 per cent replied that all post-secondary educational institutions should be co-ordinated by one Provincial authority.

38 per cent were in favor of a separate Provincial Board for colleges only.

19 per cent thought that colleges and institutes of technology should be co-ordinated by the same authority.

7 per cent felt that the colleges and universities should be co-ordinated by the same authority.

- (18) How should College Regions be created?

N = 99

38 per cent felt that Regions should be created only in response to local demands and on the basis of demonstrated needs.

31 per cent thought that the entire Province should be divided into College Regions by the Government.

31 per cent were of the opinion that Regions should be created on the basis of concentration of population, as determined by the Provincial Board.

20 per cent felt that the Cities of Edmonton and Calgary should be established as separate Regions.

- (19) What authority should bear the responsibility for initiating a movement to establish a college?

N = 99

55 per cent felt that it should be the responsibility of the citizens of the local community to initiate action to establish a college.

27 per cent thought that the Regional Board should assume responsibility for establishing a college.

13 per cent felt that the Provincial Government should initiate action.

15 per cent believed that the Provincial Board should take the first step in the establishment of a college.

- (20) What should be the factors to be considered in determining the location of a college?

N = 93

47 per cent felt that the total population of the area concerned should be considered in determining the location of a college.

45 per cent were of the opinion that the existing level of local interest in the establishment of a college should be considered in choosing a college location.

43 per cent thought that socio-economic conditions and prospects for further growth in the community should be a determining factor.

31 per cent felt that proximity of other educational institutions should be considered in determining the location of a college.

- (21) Should colleges be established in centers where universities are located?

N = 92

83 per cent of respondents felt that large centers, such as Calgary and Edmonton, should establish colleges. 22 per cent were of the opinion that smaller centers, such as Lethbridge, can support a university and a college.

9 per cent expressed the view that there is no need for a college in an area where a university is located.

(22) What should be the source of operational costs of colleges?

N = 96

52 per cent felt that the Provincial Government should be the main source of operational costs of colleges.

36 per cent were of the opinion that operational costs should be derived equally from government grants, local taxation, and student fees.

22 per cent thought that the Federal Government should be the main source of operational costs of colleges.

(23) How should support for capital expenditures and equipment be provided?

N = 97

54 per cent felt that support for capital expenditures and equipment should be provided mostly by the Provincial Government.

24 per cent thought that the Province and the Region should share equally in capital costs.

22 per cent thought the Provincial Government should bear the entire costs of capital expenditures and

- (24) What should be the basis of provincial support for the operation of colleges?

N = 95

58 per cent felt that the basis of provincial support for the operation of colleges should be similar to that provided to universities.

30 per cent thought that support should be based upon a fixed rate per student enrolled.

15 per cent were of the opinion that support should be on the same basis as for high schools.

- (25) What teaching certification should be required of college instructors?

N = 96

50 per cent were of the opinion that no teaching certificate should be required of college instructors.

21 per cent thought that all instructors should possess a valid teaching certificate.

24 per cent felt that college instructors should be required to have a special teaching certificate.

15 per cent favored the requirement of a teaching certificate for teachers of "academic" subjects.

- (26) What degree of autonomy in the determination of its own affairs should a college exercise?

N = 98

55 per cent felt that a college should be accredited by a recognized educational authority.

31 per cent were of the opinion that a college should have complete autonomy to determine its own destiny.

17 per cent thought that a college should be affiliated with a provincial university.

(27) How should colleges be classified?

N = 90

58 per cent favored the term Regional Colleges.

27 per cent supported the term Community Colleges.

10 per cent thought that colleges should be classified as Junior Colleges.

7 per cent chose the classification of District Colleges.

(28) Should a college be established in temporary facilities?

N = 100

66 per cent felt that colleges should be established in whatever facilities are available if the need exists.

36 per cent thought that colleges should be prepared to occupy shared facilities in order to begin operations.

8 per cent were of the opinion that a college should not begin operation until a new campus has been planned and development has commenced.

(29) What should be the future status of those colleges that have already been established?

N = 91

80 per cent of respondents felt that present colleges should form the nucleus of new colleges within the framework of a Provincial system.

13 per cent thought existing colleges should retain their

present status.

8 per cent were of the opinion that existing colleges should seek to attain university status eventually.

Summary of Responses to the College Problems Opinionnaire

Responses to the questions posed in the Opinionnaire indicated majority support of the following propositions respecting the establishment of colleges in Alberta:

- (a) The main purpose of the college should be to provide diversified educational opportunities to meet individual needs.
- (b) The colleges should be considered as unique institutions, different from high schools and from universities.
- (c) The emphasis in the college program should be on teaching first, followed by counselling students into appropriate programs, and providing remedial programs.
- (d) The colleges should offer comprehensive programs, including university transfer, vocational, and adult educational programs.
- (e) The college should be required to provide a comprehensive curriculum, including university transfer, vocational, general, and adult education courses.
- (f) Academic and technical programs should be merged in some courses and provision should be made for general education courses on an optional basis.

- (g) If colleges are established in cities, they should offer comprehensive programs.
- (h) Admission policies should be flexible, admitting any student who demonstrates to the college that he has the ability to benefit from a college program.
- (i) Students should be able to attend any college of their choice in the Province.
- (j) Students should have the opportunity to enter either a college or a university if they have matriculation standing.
- (k) A Provincial Board of Post-Secondary education should be established.
- (l) The Provincial Board should be composed of both appointed and representative members.
- (m) The Provincial Board should act in an advisory capacity to the Government in matters dealing with the establishment and financing of colleges.
- (n) The citizens of the local community should bear the responsibility for initiating a movement to establish a college.
- (o) Large centers, such as Calgary and Edmonton, should establish colleges.
- (p) The Provincial Government should bear most of the operational cost of colleges.
- (q) Support for capital expenditures and equipment should be provided mostly by the Provincial Government.

- (r) Provincial financial support for colleges should be provided on the same basis as for universities.
- (s) No teaching certificate should be required of college instructors.
- (t) A college should be accredited by a recognized educational authority.
- (u) Colleges should be classified as Regional Colleges.
- (v) Colleges should be established in whatever facilities are available, if the need for a college exists.
- (w) The present colleges should form the nucleus of new colleges within a provincial framework.

Majority agreement was not obtained on six items in the Opinionnaire:

- (a) Respondents differed in their attitude to student tuition fees. In general, some measure of tuition fee levy was supported, but opinions differed on the magnitude of the levy.
- (b) Opinions expressed differed on the composition of the Regional Boards. The principle of local representation was supported, with the largest number of respondents opting in favor of the inclusion of representatives of groups concerned with the welfare of the college.
- (c) The largest number of respondents felt that the Regional Board should have full authority over

the financial and academic affairs of the college, while almost as many were of the opinion that the Regional Board's authority should be subject to the approval of the Provincial Board.

- (d) Less than half of the respondents thought that all post-secondary educational institutions should be co-ordinated by one Provincial authority, with slightly fewer favoring a separate Provincial Board for colleges only.
- (e) Respondents were fairly evenly divided on the question pertaining to the creation of College Regions. One-third felt that Regions should be established in response to local demands; one-third favored division of the entire Province into Regions by the Government; and one-third thought that the Provincial Board should create Regions on the basis of population concentration. There was also some support for creating separate College Regions for the cities of Calgary and Edmonton.
- (f) Opinions were almost equally divided among the factors that should be considered in determining the location of a college. It would appear that the choices are inter-related and that all the suggested factors -- total population, proximity

of other institutions, socio-economic conditions, and local interest -- should be considered.

IV. SUMMARY

In this chapter the major problems to be resolved in developing a co-ordinated system of post-secondary colleges have been identified. Answers to a number of questions relating to these problems were sought by means of an opinionnaire and the replies were reported. The data thus obtained indicate, in the opinions of the respondents, the preferred role of the colleges in a system of post-secondary education, and suggest guidelines for the solution of some of the problems that are encountered in the establishment and operation of a system of colleges. These responses present a point of view of what should be in matters pertaining to college education. It is of significance to note the congruence between the responses to the Opinionnaire and the information that evolved from the survey of legislation and reports discussed in Chapter V. The opinions that have been recorded concerning the role of the colleges and related problems will form the basis of a series of recommendations that will be developed in the concluding chapter of this study.

CHAPTER VIII

SUMMARY, CONCLUSIONS, RECOMMENDATIONS, AND IMPLICATIONS

I. SUMMARY

Since the end of World War II there has been a rapid rise in the general level of education of the Canadian people. There is every reason to believe that the trend to extend educational experiences will continue, if not accelerate. Educational systems are hard pressed to cope with the demands created by the scientific and technological advances of the last half of the twentieth century. Man is only on the threshold of new developments whose scope and effects cannot now be imagined; and young people must be so educated today that they may have some hope of dealing successfully with situations that will emerge in the future. A problem that confronts all societies is how best to provide educational opportunities for its people that will help them to live in the complex world of tomorrow.

An educational phenomenon of the past twenty years has been the growth in number of students who are continuing their education beyond the high school level, particularly in the universities. Many new universities have been created in Canada during the past few years and millions of dollars are being expended annually to provide additional accommodation.

At the same time there has developed a realization that some other form of educational facility is needed for the increasing thousands of students who are completing high school but for whom the universities and the technical institutes do not provide the kind of educational experiences they require. It is within the context of educational opportunity beyond the secondary school that this study was conducted.

The purpose of this study was to examine the role of the college as an element in the system of post-secondary education in the Province of Alberta -- to investigate the educational needs, to survey the legislation and reports that underlie the developments that have taken place, to scrutinize the existing provisions for post-secondary education and to assess their effectiveness, to identify the major problems that arise in establishing colleges and to seek solutions to them, and, finally, to make recommendations concerning the role of colleges in an integrated system of post-secondary education.

A number of critical forces were viewed as determinants in creating a need for expanded educational opportunities. It was argued that there is a relationship between the economic productivity of a nation and its level of education, and that if Canada is to compete successfully in the international arena she must exert every effort to provide full educational opportunities for all her citizens. It was shown that changing socio-economic conditions, such as, population

growth, shifts, and mobility, changing employment patterns due to the expansion of science and technology, and emerging cultural values create new and diverse educational demands. A third force was seen to derive from the increased number of students enrolled in Grade 12, resulting from natural growth in the population and from the tendency for young people to remain longer in school and to seek further educational experiences.

While solutions to educational problems are not uniformly appropriate for all situations, reference to experiences elsewhere may provide useful guidelines by illuminating procedures that have proved effective, and by disclosing pit-falls that might be avoided. The study examined approaches to the development of college education in Quebec, Ontario, British Columbia, and California, and referred to some of the literature related to this subject. From this background it was possible to formulate a Taxonomy of Significant College Characteristics that are descriptive of the general features of post-secondary colleges.

Educators in Alberta have demonstrated, over a period of some years, a concern about the role of the college in the educational system. In an effort to obtain a better understanding of the philosophy underlying the developments that have so far taken place, and to try to ascertain the intent of those concerned with the provision of educational facilities, a survey was made of the legislation, reports,

and recommendations pertaining to the growth of the college movement in the Province.

In recent years significant developments have taken place in the provision of post-secondary educational opportunities in Alberta. While the universities and the technical institutes have been experiencing rapid expansion, the inauguration of junior colleges has added a new dimension to the educational system. In order to obtain a comprehensive picture of the opportunities presently provided beyond the high school level, data about the colleges were obtained by means of a questionnaire. The information, together with enrolment figures for the universities and the technical institutes was tabulated and analyzed. It was possible then to determine the number of students who are continuing their formal education after high school, and to identify numerically the pool of students who terminate their studies by the end of Grade 12.

To obtain a measure of the fitness of a college to achieve its educational objectives it is necessary to evaluate the college against a set of specified criteria. To this end a statement of criteria for the establishment of colleges was developed. To determine the degree to which the junior colleges satisfied the criteria, an opinionnaire was constructed and submitted to the staffs of the colleges. Approximately one hundred returns were analyzed and recorded. This provided a measure, in terms of staff opinions, of the status of the junior

colleges, and illuminated some of the strengths and weaknesses of these institutions.

A variety of problems confront educators in their efforts to provide educational facilities that satisfy the requirement of contemporary society. The study identified a number of the problem areas that are related to the college movement. In order to obtain a view of public opinion on these issues an opinionnaire, composed of relevant questions, was constructed. This instrument was mailed to a number of educators and laymen known to be interested in and knowledgeable about the college concept. Approximately one hundred returns were received, analyzed, and recorded. The responses furnished a cross-section of opinion on approaches to the issues that were raised.

II. CONCLUSIONS

On the basis of the data presented in the study, the following conclusions can be drawn relating to the role of the college in the system of post-secondary education.

- (a) There is an increasing need to raise the educational level of the population and broaden the educational base. Changing socio-economic conditions and advances in science and technology will necessitate a higher level of education in the future.
- (b) New social and cultural values are emerging

and, as a result, young people are more highly motivated to pursue further education. At the same time, students receive greater encouragement from their parents to absorb as much education as they can. The amount of tuition fees does not appear to be a serious barrier to college accessibility.

- (c) The concern about providing new forms of post-secondary education is widespread, and interest in the college movement is very high in Alberta. While there has been a persistent desire, as indicated by the legislation and reports, to make diversified educational opportunities more readily available, the concept of the college is not well understood by the people.
- (d) Decisions concerning post-secondary education have not always been based upon sound educational principles, and in some cases there has been a failure to conduct adequate educational surveys before a college has been established.
- (e) The people of Alberta desire a large measure of local control in the operation of colleges.
- (f) The domination of the universities, through the requirement of affiliation, limits the autonomy of the colleges and stifles initiative and innovation.

- (g) Although most of the main population centers are now served by colleges, there exists a need for this type of institution in the large urban areas.
- (h) Colleges, with some exceptions, have failed to provide the kinds of comprehensive programs envisioned by the legislation. Emphasis has been largely on university transfer programs and there has been little attempt to design curricula to meet local needs.
- (i) Entry into the colleges, in most instances, is not flexible and offers little opportunity for those who do not have matriculation standing, although, in a few cases, mature students with academic deficiencies are accepted.
- (j) The tendency to remain longer in school is increasing; of the students registered in Grade 9 in 1963, 87 per cent were in Grade 12 in 1966. While most matriculation students continue into some form of post-secondary education, there is a large pool of students, comprising those with diploma standing only and thousands of others who have failed to complete their Grade 12 year successfully, for whom there is little opportunity to continue formal education. About two-thirds of the Grade 12 population terminate their education at this point.

- (k) Colleges have so far been able to attract and appoint well-qualified staff members. The high staff-student ratio, the emphasis upon the teaching function, and the effective counselling services provide definite advantages for the college student.
- (l) The physical facilities of the colleges are inadequate and do not provide an inspirational learning climate. Compared to the excellent buildings provided for the new high schools and the universities, the accommodation of the colleges leaves much to be desired. The provision for library acquisitions is less than adequate in most cases.
- (m) The level of provincial financial support is not sufficient for the conduct of the programs which the colleges wish to provide. Support for capital expenditures is also unsatisfactory. At the same time, operating costs per full-time student are relatively high.
- (n) Although there are many problems to be solved in creating a system of colleges, majority agreement is held on most of the relevant issues. There appears to have been a lack of leadership in developing guidelines for college education.
- (o) There exists a very real danger that there may

be established too many small, inefficient, uneconomical institutions. Growth in college enrolments, to date, has not been substantial.

(p) The presence of a college in a community has a positive motivational effect on students to continue their education. College students, in general, are able to cope with their academic work when they transfer to another institution.

(q) The junior colleges are making a worthwhile contribution to post-secondary education but they are not living up to the expectations held for them nor are they achieving their full potential.

III. RECOMMENDATIONS

A stated purpose of this study was to suggest guidelines and to make recommendations pertaining to the establishment of colleges in a co-ordinated system of higher education in Alberta. The recommendations that follow are based upon the data contained in the study and upon the impressions gained by the writer in the course of the research. As a number of colleges have already been established in Alberta and are making a significant contribution to education, it is assumed that this type of educational facility will continue to be an integral component in the structure of post-secondary education in the Province. The following recommendations are advanced in the sincere belief that the colleges have an important role to play in the education of the youth of Alberta,

and that their contribution will be enhanced by the creation of a master plan that will integrate all forms of higher education into a co-ordinated provincial system.

It is recommended that:

(1) a supra committee be established to develop a master plan that will encompass and integrate in a provincial system all forms of post-secondary education. (The term "post-secondary education" has been used loosely; the committee should decide what types of institutions are included in this category.) The committee should clarify the roles of the universities, the colleges, and the institutes of technology in the total educational system and in relationship to each other. In addition, it should give consideration to the status of the Agricultural and Technical Colleges and the place of the private colleges in the system of education. A broad statement of the philosophy of post-secondary education should be enunciated and the unique purpose of each type of institution should be determined. Spheres of educational responsibility should be delineated and needless duplication should be avoided. Once the framework of a master plan for post-secondary education has been created, the committee will have fulfilled its function. It could then be dissolved, as the existence of too many agencies may lead to over-bureaucratization and confusion in lines of authority and in responsibility for decision-making.

(2) a grants committee, or some such agency, be

established whose function should be to analyze and evaluate the total financial needs of all post-secondary educational institutions in the Province. It should consider the needs within the perspective of the whole system, and seek to maintain balance so that no element will be neglected and thus weaken the entire system. The committee should develop adequate and reasonable provincial assistance formulae so that the burden placed upon local tax payers and individual students is not so great that the principle of equality of opportunity will be negated. While ensuring the provision of adequate funds for quality education, the committee should be conscious of the total cost to society in terms of cost-benefit factors.

(3) a college jurisdiction be called a Regional District and that the colleges be classified as Regional Colleges.

(4) a Provincial Regional Colleges Board be established whose function should be to review, co-ordinate, advise, and recommend on all matters relating to the work of the Regional Colleges in a Provincial system. (The Government has recently established the Provincial Board of Post-Secondary Education with these functions.) The Board should clearly define the general philosophy and purposes of the colleges; prepare a set of criteria for the establishment of colleges; state the conditions to be met in determining the location of a college; outline a sequential statement of procedures to be

followed in the creation of a college; and act as a college accrediting board. The Board should be composed of members appointed by the Provincial Government. The Board should collate the financial needs of the Regional Colleges and submit a composite statement of requirements to the grants committee. Liaison with other types of post-secondary educational institutions should be maintained through a co-ordinating council for post-secondary education.

(5) College Regions be created in response to local needs. Although the Provincial Board might develop a plan for dividing the entire Province into College Regions, such a plan should be considered tentative and should be flexible. The official establishment of a College Region should depend upon the ability of the participating districts to meet the specified criteria for the establishment of a college.

(6) the onus for taking the initiative in providing college education be placed upon the districts concerned. A statement of philosophy and purposes should be enunciated, based upon a comprehensive survey of local educational needs. The decision to establish and support a college should be determined by a vote of the tax payers in the participating districts.

(7) Regional College Boards be established, composed of representatives of participating school boards as well as representatives of other groups which have an interest in the development of college education in the area. The

Regional Board should maintain a large measure of local authority in the operation of the college and should not be subject to the supervision of the Provincial Board or to control by any other outside agency. It should be the responsibility of the Regional Board to ensure that the college satisfies the criteria set for accreditation status. Regional Boards should conduct a program of public education to acquaint the public with the concept of the Regional College.

(8) location of a Regional College be determined on the basis of criteria outlined by the Provincial Board. Colleges and universities can co-exist in the same area, as their functions differ. Regional Colleges should be established in large cities such as Edmonton and Calgary. (Mount Royal Junior College in Calgary has recently changed its status to a Public Junior College.)

(9) the main purpose of the Regional Colleges be to provide diversified educational opportunities to meet individual needs and to make them accessible to a greater number of students. Regional colleges, whether in cities or in small towns, should offer comprehensive programs and should be free to develop their own unique curricula. They should specialize in programs designed to meet the needs of their particular communities. The dichotomy between academic and vocational programs should be minimized by merging students in some basic courses and by making available some courses in general education. The emphasis in colleges should be placed

upon excellence of instruction and upon counselling students into appropriate programs.

(10) admission into Regional Colleges be flexible and be based upon the "open door" principle. All students who demonstrate that they can benefit from a college program should be admitted and counselled into appropriate courses. Promising students with academic deficiencies should be admissable and should be given "come-up" programs. Students should be permitted to attend any college of their choice in the Province or to enter a university if they can gain admission. Tuition fees should be uniform across the system for similar programs, and should not be so high that they create a barrier to entry into a post-secondary educational institution. Districts could provide bursaries for students to attend Regional Colleges to minimize tuition costs for local students. Regional Colleges should not bear the stigma of "the poor man's" college.

(11) facilities provided for Regional Colleges be of a quality comparable to those of other educational institutions. Although the practice in Alberta has been to use whatever facilities are available in order to launch a college, and opinions expressed by respondents to the Opinionnaire support this practice, the writer is strongly convinced that the success of a college may be partly determined by the image created by its physical facilities. A college that begins operations in shared or remodelled buildings may experience

great difficulty in creating a true academic atmosphere and in establishing its unique character. A Regional College may have greater hopes for early success if it delays its inauguration until an adequate campus has been developed.

(12) the Provincial Government provide sufficient funds to enable the colleges to offer educational programs of a high standard. Grants should be available to provide adequate facilities and equipment, including library materials. Careful studies should be made of the per student cost of operating a college in a region compared to the cost of providing educational opportunities in other institutions; in some instances it might be found more economical and more efficient to subsidize students to attend a college or a university in another region rather than to establish a new institution at the time.

(13) the colleges continue to appoint highly qualified instructors for all programs. Qualifications required for appointment should be related to the nature of the work to be undertaken, but no teaching certification should be demanded. A Regional College Faculty Association should be organized with all instructors coming under the same umbrella when bargaining for salaries and other benefits. There should be a basic equality among instructors, with differences depending upon qualifications, experience, and responsibility.

(14) the Regional College be considered a unique institution, rather than an extension of or a satellite of

another institution. Colleges should be autonomous, enjoying the opportunity to innovate and experiment, while meeting the standards set up by the accreditation agency. The onus should be upon the colleges to prepare their students to continue their education in higher institutions and the universities should show confidence in them and receive their students in good faith. A college can be dynamic and vigorous only if it has an identity of its own and is free to work out its own destiny within the bounds set by a co-ordinating agency.

(15) the existing junior colleges examine carefully their philosophy, purposes, and programs and take steps to make whatever adjustments are necessary to meet the accreditation standards specified by the Provincial Board. New colleges, whether public or private, should be eligible for Government grants only if and when they satisfy the criteria specified for the establishment of colleges.

(16) careful attention be given to the definition of a Regional College. It is questionable that an institution that conducts classes at all levels of the school system or that exists for the purpose of providing one particular type of specialized training can be classified as a Regional College as the term has been used in this context. There is a real danger of a plethora of small colleges, offering sub-standard education, being established, sometimes under the aegis of religious bodies. To be eligible for assistance

from public funds, all colleges should be required to meet the same rigorous, but realistic standards as set by the accrediting agency.

IV. IMPLICATIONS

For Post-Secondary Education

The findings of the study have important implications for post-secondary education in Alberta. Some of these can be predicted now, others will evolve over the course of time. The implementation of the suggested recommendations would provide a co-ordinated system of education beyond the high school level in which the Regional College would be an integral element, with its unique philosophy and purposes. By embodying the principles of decentralization, diversification, and accessibility the College would extend educational experiences to a much greater segment of society than has hitherto been possible and thus would contribute to a higher level of educational attainment of the population. The benefits that could accrue now, and in the future, to individuals and to the total society of Alberta are immeasurable.

If the role of the Regional Colleges evolves as envisaged, the effect will be felt by the universities. The pressure of numbers of first-year and second-year students could be eased and the universities could focus more of their attention on the work of the upper years and graduate studies. It might be necessary for the universities to

reconsider the number of years required for their undergraduate programs.

By offering some of the programs now provided by the Institutes of Technology, the Colleges will enable the Institutes to devote their attention to more advanced work and eliminate some of the elementary courses that they now offer.

Private colleges would find a place in the system and would qualify for financial assistance provided they met the standards established by the accrediting agency. At the same time, those colleges now operating would have to make adjustments to bring their institutions up to an acceptable level within a given period of time.

The implications for the Provincial Government would be significant as greater financial assistance would have to be provided in order to ensure a balance in the total educational system, to guarantee a high standard of education, and to equalize educational opportunities. Some claims have been made that it is more economical to decentralize educational facilities; this may prove to be an advantage of the Regional College.

To date there appears to have been little difficulty in securing qualified staff for the colleges. With anticipated growth, this condition may not continue to obtain. In the future it may be advisable to provide educational programs for both teachers and administrators who plan to pursue a career in the Regional Colleges.

Failure to develop a systematic approach to the establishment of Regional Colleges may have serious negative implications. The growth of numbers of colleges, outside of a co-ordinated system, can result in small, inefficient, uneconomical units that provide, at best, mediocre education. Such development could be a burden on the economy and a disservice to society.

For Further Research

The study has focused mainly on the role of the college in post-secondary education. In so doing it has touched upon a number of areas that could not be explored in depth in the present context. There is a need for further research in many aspects of the college movement.

A study of manpower needs and evolving employment patterns in the Province, as well as in specific regions, would provide guidelines for determining college curricula.

The study has referred to problems of finance in relation to the colleges but has made no concrete recommendations in this regard. There is need for a detailed study in this area, to include comparative costs of college education, sources of support, assistance formulae, and related matters.

Further research is needed on the educational careers, of students. Data should be collated and analyzed on student ability, predictions, attrition, their destination after high school, what success they achieve, and so on.

There is need for the development of a master plan for

post-secondary education. A study in this area would involve such matters as philosophies, roles, responsibilities, and articulation of educational institutions.

A study in depth of a selected community would provide valuable insights for the student of the college movement. Such a study would focus on the nature of the student population, socio-economic conditions in the community, growth patterns and predictions, the financial status of the population, attitudes and values held, and related topics.

A valuable contribution to understanding would be a detailed study of the interna of the Regional College, to include administration, organization, student affairs, inter-relationship of programs, philosophy, staffing, facilities, and like matters.

Serious attention should be given to the development of a refined statement of criteria for the establishment of Regional Colleges. This might include guidelines for the location of a college in a College Region.

Finally, it would be useful to develop a statement of procedures for the establishment of colleges, from the first proposal to initiate a college to the final culmination in the beginning of operations.

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A P P E N D I X A

INFORMATION FORM

PRESENT STATUS OF THE COLLEGE IN ALBERTA

To The Chief Administrative
Officer of the College:

I am seeking your assistance in obtaining data about your College, as indicated in the attached information form. I trust that the items are self-explanatory. I am sending the form in advance of the students' visit to your College so that you might have some knowledge of the kinds of information in which they will be interested. Where there is some question in your mind about the interpretation of an item, the student will be prepared to clarify the point. If any of the questions do not apply to your situation, please ignore them.

I would appreciate it if the members of your Junior College Staff would respond to the accompanying College Criteria Opinionnaire.

Thank you very much for your kind co-operation.

Yours sincerely,

Hugh E. Farquhar

INFORMATION FORM

PRESENT STATUS OF THE COLLEGE IN ALBERTA

I. General

1. Name of College _____
2. Classification _____
3. Location _____
4. Date of Establishment _____
5. Title of Chief
Administrative Officer _____

II. Districts

6. Participating Districts
(Please list all) _____

7. Total Population Pool in
Participating Districts _____
8. Maximum Distance in
Region serviced from
College _____

III. Government

9. Form of Governing Body _____
10. Manner of Constituting
College Board _____
11. Legal Status _____

IV. Source of Financial Support

	%	Basis
12. Local Taxation	_____	_____
Provincial Grants	_____	_____
Federal Grants	_____	_____
Student Tuition	_____	_____
Other	_____	_____
13. Amount of Student Tuition		_____
14. Operation Cost per Student (full-time equivalent)		_____

V. Facilities

15. Campus Site: Permanent or Temporary	_____
16. Size of Permanent Site	_____ acres
17. Buildings: No. Permanent	_____
18. Buildings: No. Temporary or Shared	_____
19. No. Square Feet Instructional Space	_____
20. No. Square Feet Instructional Space per Equivalent Full- time Student	_____
21. Library: Number Books	_____
22. Nature of Laboratory Facilities	_____
23. Other Special Facilities	_____

VI. Articulation

24. Nature of Formal Relationships (if any) with Other Educational Institutions, business and industry:

Academic Transfer _____

Technical Transfer _____

Vocational-Occupational
Terminal _____

General Educational Terminal _____

Adult Continuing Education _____

High School _____

Other _____

VII. Programs

25. Programs Offered (check) 25(a). Admission Requirements

Academic Transfer _____

Technical Transfer _____

Voc.-Occ. Terminal _____

General Education _____

Adult Education _____

Other _____

VIII. Faculty

26. No. Instructors in Academic Program _____

No. Instructors in Other Programs _____

27. No. Certificated Instructors _____

No. Non-certificated
Instructors _____

28. No. Bachelors Degree

No. Masters Degree

No. Doctors Degree

29. Official Channels for
Salary Negotiations
(College Board or A.T.A.)

IX. Students

30. Enrolment (If part-time indicate -- PT)

<u>Year</u>	<u>P r o g r a m</u>					
	Acad. 1st yr.	Trans. 2nd yr.	Tech. Trans.	Voc. Term.	Gen.	Adult Other
1962-1963						
1963-1964						
1964-1965						
1965-1966						
1966-1967						
1967-1968 (est.)						
1968-1969						
1969-1970						

31. No. full-time students with
1966 Alberta matriculation
standing

32. No. full-time students with
1966 Alberta diploma only
standing

33. Staff-student ratio (per
full-time equivalent student)

34. Source of Full-time Students

- (a) Participating Districts _____ %
- From Outside Districts _____ %
- (b) Direct from High School
(1966) _____ %
- Older Students _____ %

35. Approximate proportion of Grade 12 students in Participating Districts who continue formal education beyond High School in

- University (Alberta) _____ %
- University (Elsewhere) _____ %
- Junior College _____ %
- Technical Institute _____ %
- School of Nursing _____ %
- Other _____ %

X. Statement of Opinion. Answer: Low - Medium - High

36. Propensity of District students for further formal education after high school:

Low - Medium - High

37. Tendency of students to go outside District for further education after high school:

Low - Medium - High

38. Attrition Rate -- Failure to complete College program successfully:

Low - Medium - High

39. Tendency to transfer from College to higher educational institution:

Low - Medium - High

40. Success achieved in institution to which transferred:

Low - Medium - High

41. General impact of College in motivating District students to continue their education:

Low - Medium - High

42. General cultural impact of College on the community:

Low - Medium - High

43. Community involvement and interest in the College:

Low - Medium - High

XI. Further Comment

A P P E N D I X B

COLLEGE CRITERIA OPINIONNAIRE

To Members of the Junior College Staff:

Having obtained the approval of the Head of your College, I am asking for your co-operation with respect to a Ph. D. study that I am conducting in the Department of Educational Administration at the University of Alberta. My thesis is in the area of post-secondary education in Alberta.

Would you be good enough to take a few minutes of your time to respond to the attached opinionnaire. I have compiled a list of significant criteria for the establishment of colleges, based upon my research and reading. Even though you may question the validity of some of the criteria, would you please indicate your rating for each item as you perceive the situation to be in your institution at this time.

Thank you very much for your kind co-operation.

Yours sincerely,

Hugh E. Farquhar

HEF'bb

COLLEGE CRITERIA OPINIONNAIRE

The following criteria are assumed to be requirements to be met as necessary conditions for establishing and maintaining a college.

Indicate your perception of the degree to which these criteria are satisfied, in your situation, at this time.

KEY

1. Unsatisfactory
2. Fair
3. Satisfactory
4. Good
5. Excellent

- | | | | | | | |
|----|----------------------------------------------------------------------------------------------------------|----------|----------|----------|----------|----------|
| 1. | <u>Statement of Philosophy and Purpose</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | There exists a definite and comprehensible statement of the philosophy and purposes of the college. | | | | | |
| 2. | <u>Survey of Local Needs</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | A comprehensive survey of local needs and conditions has been undertaken as a guide to planning. | | | | | |
| 3. | <u>Community Interest</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | The community takes an active interest in the college, provides support, and is aware of the objectives. | | | | | |
| 4. | <u>Local Participation in Government</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | The local Districts have adequate representation on the governing board. | | | | | |
| 5. | <u>Provincial Financial Support</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | Sufficient financial support is provided by the Provincial Government to support the program. | | | | | |
| 6. | <u>Financial Accessibility</u> | <u>1</u> | <u>2</u> | <u>3</u> | <u>4</u> | <u>5</u> |
| | The level of student fees does not act as a financial barrier to student access. | | | | | |

7. Student Enrolment 1 2 3 4 5
 The present and potential enrolments are large enough to support the full range of programs offered by the college.
8. Geographic Accessibility 1 2 3 4 5
 The college is so located that the majority of students are able to commute to classes.
9. Articulation 1 2 3 4 5
 Liaison with other educational institutions and with business and industry facilitates ease of transfer between institutions and into employment.
10. Autonomy 1 2 3 4 5
 The college exercises freedom in designing its own programs, evaluating its work, and hiring its staff; it is not subjected to external restrictions; it has the opportunity to experiment and innovate. It is self-determining.
11. Comprehensive Program 1 2 3 4 5
 The college offers a wide range of programs to meet the needs of a diversified student group. e.g. university transfer, vocational institute transfer, general, adult education.
12. Academic Accessibility 1 2 3 4 5
 The college maintains an "open door" admission policy, providing opportunity for all those who can benefit from further educational experiences.
13. Community-oriented 1 2 3 4 5
 The program is designed to meet local needs and interests and is adaptable to changes in society.
14. Program Flexibility 1 2 3 4 5
 Provision exists for transfer from one program to another to enable suitable student placement.

15. Program Integration

1	2	3	4	5
---	---	---	---	---

Students enrolled in different programs are merged in some basic courses to minimize the dichotomy between programs. (i.e. between academic and vocational programs.)

16. Counselling Services

1	2	3	4	5
---	---	---	---	---

The college provides an effective counselling service to ensure that students are placed in programs in accordance with their needs and abilities.

17. Availability of Facilities

1	2	3	4	5
---	---	---	---	---

Adequate facilities are available to permit the conduct of quality programs and to establish a stimulating educational atmosphere.

18. Availability of Qualified Staff

1	2	3	4	5
---	---	---	---	---

The Board is able to recruit and appoint a staff fully qualified to meet the demands of the programs and the needs of the students.

The College provides adequately for the post-secondary educational needs of the students who reside in the participating districts.

1	2	3	4	5
---	---	---	---	---

Comment: Please feel free to make any comment (on the reverse side) which you think may have significance in the area of this Study.

Please check one of the following:

Administrator

Instructor Academic Program

Instructor Other Program

APPENDIX C

COLLEGE OPINIONNAIRE CRITICAL PROBLEMS TO BE RESOLVED

206 Garneau Towers,
8510 - 111th Street,
Edmonton, Alberta.

April 22nd, 1967.

I am writing to you, as well as to a number of other educators and citizens whom I believe to be interested in and concerned about the development of colleges which will provide for the youth of Alberta educational opportunities beyond the secondary school level. I am seeking your co-operation and assistance in obtaining data for a Ph. D. Study that I am conducting in the Department of Educational Administration at the University of Alberta. My thesis deals with the role of colleges in the system of post-secondary education in Alberta.

Would you be good enough to devote a few minutes of your time to responding to the accompanying Opinionnaire. I have attempted to identify a number of critical problems that I believe must be considered in making decisions about the establishment and maintenance of colleges. I would ask you to respond to each item in terms of your personal opinion. From the analysis of the responses I hope to be able to construct some guidelines that will prove useful in future developments.

Will you please return the completed Opinionnaire, at your earliest convenience, in the envelope provided for the purpose. The responses will be treated confidentially.

I wish to express my sincere appreciation for your anticipated assistance.

Yours sincerely,

Hugh E. Farquhar

HEF'bb
Encl.

CRITICAL PROBLEMS TO BE RESOLVED IN ESTABLISHING
COLLEGES IN ALBERTA

The provision of educational opportunities beyond the secondary level is a most significant issue in education at the present time. Preoccupation with this problem has been necessitated by rapidly changing socio-economic patterns in Canadian society. It has become increasingly apparent that the productive effectiveness of the Nation rests, to a large extent, upon the development of human resources through education, and upon the minimization of wastage of the latent talents of individuals. Concomitant with this view is a growing demand for extended educational opportunities for more and more people; there is wide acceptance of the view that a higher level of education will be necessary to cope with the unknown demands of the future.

A number of provinces have already drafted master plans for post-secondary education. The writer has been motivated to undertake a study of the situation in Alberta by a deep concern for the welfare of the thousands of young people who, for various reasons, may not now find need-fulfilling opportunities beyond the high school level. The evidence indicates that there are many students who desire further education and who can benefit from it, but who too soon reach an educational dead-end; these form an undeveloped pool of ability. What kinds of institutions are needed and how should they be established, operated, and supported? What purposes should they be designed to serve? What kinds of programs should be provided? Whom should they serve? Answers to these questions are crucial.

Hopefully, responses to the attached Opinionnaire will indicate consensus on some of the major issues to be resolved in establishing colleges in Alberta.

COLLEGE OPINIONNAIRE

CRITICAL PROBLEMS TO BE RESOLVED

NOTE: Please check your responses (✓).

In some cases you will wish to check more than one item. If you check more than one item please indicate priorities (if any).

Please feel free to comment on the issues that are raised.

A. Purposes and Programs

In establishing colleges, the major question that first must be resolved is the determination of the purposes that underlie the creation of the colleges; all subsequent decisions should stem from this. The nature of the programs and the composition of the student clientele will be dependent upon the purposes that provide a reason for the existence of the institution. A view could be taken that the basic purpose of the college should be to provide programs directly related to the educational needs of students and should therefore give consideration to general education and should provide opportunities for students to make up deficiencies in their educational backgrounds. Another purpose might be to consider the needs of society and provide programs that will prepare students to fill specialized occupational roles in the local community. A further purpose could be to make university-level education more readily accessible to a greater number of students.

1. What should be the main purpose of the college?

- a) To decentralize university educational facilities. _____
- b) To prepare students to meet the community's vocational needs. _____
- c) To elevate the cultural level of the community. _____
- d) To provide diversified educational opportunities to meet individual needs. _____
- e) To enable students to make up educational deficiencies. _____

2. What should be the status of the college in the educational system?
 - a) An extension of the secondary school system. _____
 - b) The first years of university education. _____
 - c) A unique institution, different from high school and from university. _____

3. Where should emphasis be placed in the college program?
 - a) Counselling students into appropriate programs. _____
 - b) Teaching. _____
 - c) Research and publication. _____
 - d) Remedial programs for students. _____

4. What kinds of programs should the college offer?
 - a) University transfer only. _____
 - b) Vocational-technical only. _____
 - c) Adult education only. _____
 - d) Comprehensive programs (transfer, vocational, adult, etc.) _____

5. What control should be exercised over types of programs offered?
 - a) Colleges should be required to offer certain courses. _____

If so, what courses? University transfer _____

Vocational _____

General _____

Adult _____

- b) Colleges should not be permitted to offer certain courses. _____

If so, what courses? University transfer _____

Transfer _____

General _____

Adult _____

- c) Colleges should be required to provide a comprehensive curriculum (transfer, vocational, general, adult). _____

- d) Colleges should be free to decide what types of programs they will offer. _____

6. Should there be a planned integration of different programs within the college?

- a) Academic and vocational programs should be conducted entirely separately. _____

- b) Academic and technical fields should be merged in some courses. _____

- c) There should be general education courses (e.g., contemporary civilization) available for all students, either
 (1) Compulsory, or
 (2) Optional _____

7. If colleges are established in cities what should be their purposes?

- a) They should offer university transfer courses. _____

- b) They should offer vocational courses. _____

- c) They should offer adult education courses. _____

- d) They should offer comprehensive programs. _____

B. Admission Policies and Student Personnel

The nature of the student clientele will be dependent upon the basic purposes that the college is designed to achieve and the programs that are provided. Admission policies may range from restrictive academic requirements to an "open-door" policy, admitting any student who shows evidence of ability to benefit from further education.

8. What admission policies should a college adopt?

- a) Matriculation, or equivalent standing for all students. _____
- b) Diploma only, or equivalent standing for all students. _____
- c) A flexible policy admitting any student who demonstrates to the college that he has the ability to benefit from a college program. _____

9. Where should students be able to attend a college?

- a) Only in the Region in which they reside. _____
- b) In any college of their choice in the Province. _____
- c) At a college in any Region, but only by mutual arrangement between College Boards. _____

10. How should students be allocated to colleges and universities?

- a) All students should be obliged to attend first year at a college. _____
- b) Admission to a university should be restricted to students with the highest academic standing. _____
- c) Admission to a university should be based upon certain specialized programs which only universities offer. _____
- d) Students should have the opportunity to enter either a college or a university if they have matriculation standing. _____

11. What should be the basis of tuition fees?

- a) No tuition fees should be levied. _____
- b) The amount of tuition fees should be related to costs involved in offering various programs. _____
- c) There should be a token tuition fee only. _____
- d) Tuition fees should be equivalent to those levied in other education institutions. _____
- e) The tuition fees of the colleges should be less than those levied by other educational institutions. _____

C. Control and Establishment of Colleges

The success of a master plan for establishing a system of colleges will depend upon clearly defined areas of responsibility and authority in order to ensure quality education and to prevent unnecessary duplication of educational services. Decision-making may reside at the Provincial level, at the local level, or it may be shared.

12. Should a Provincial Board be established?

- a) A Provincial Board should be established. _____
- b) There is no necessity to establish a Provincial Board. _____

13. If a Provincial Board is established, how should it be composed?

- a) It should be composed of representatives of Regional Boards. _____
- b) It should be composed of members appointed by the Provincial Government. _____
- c) It should be composed of both representative and appointed members. _____

14. What should be the function of the Provincial Board?

- a) To exercise supervisory authority over all actions of the Regional Boards. _____
- b) To exercise authority in academic matters pertaining to programs, staffing and standards in the colleges. _____
- c) To accredit colleges if they reach required standards. _____
- d) To act in an advisory capacity to the Government in matters dealing with the establishment and financing of colleges. _____

15. How should the Regional Board be composed?

- a) Most members should be appointed by the Government. _____
- b) Most members should be representatives of the participating district school boards. _____
- c) Members should be elected by the citizens of the Region. _____
- d) The Board should include members who are representatives of groups concerned with the welfare of the college. _____

16. What authority should the Regional Boards exercise?

- a) The Regional Board should have full authority over the financial and academic affairs of the college. _____
- b) The Regional Board's authority should be subject to the approval of the Provincial Board. _____
- c) The Regional Board should be directly responsible to the Department of Education. _____
- d) The Regional Board should be directly responsible to the participating school boards. _____

17. How should post-secondary educational institutions be co-ordinated?
- a) All post-secondary educational institutions should be co-ordinated by one Provincial authority. _____
 - b) There should be a separate Provincial Board for colleges only. _____
 - c) Colleges and universities should be co-ordinated by the same authority. _____
 - d) Colleges and Institutes of Technology should be co-ordinated by the same authority. _____
18. How should College Regions be created?
- a) The entire Province should be divided into College Regions by the Government. _____
 - b) Regions should be created only in response to local demands and on the basis of demonstrated needs. _____
 - c) Regions should be created on the basis of concentration of population, as determined by the Provincial Board. _____
 - d) The Cities of Edmonton and Calgary should be established as separate Regions. _____
19. What authority should bear the responsibility for initiating a movement to establish a college?
- a) The Provincial Government. _____
 - b) The Provincial Board. _____
 - c) The Regional Board. _____
 - d) The citizens of the local community. _____

20. What should be the factors to be considered in determining the location of a college?

- a) The total population of the area concerned. _____
- b) Proximity of other educational institutions. _____
- c) The existing level of local interest in the establishment of a college. _____
- d) Socio-economic conditions and prospects for further growth in the community. _____

21. Should colleges be established in centers where universities are located?

- a) Large centers, such as Calgary and Edmonton, should establish colleges. _____
- b) There is no need for a college in an area where a university is located. _____
- c) Smaller centers, such as Lethbridge, can support both a university and a college. _____

D. Financial Support

Before a college is established, it is essential that adequate financial support be assured for the conduct of the programs that are envisaged. While it is assumed that financial support will derive from a number of sources, opinions differ on the proportion of costs that should be provided by the different agencies.

22. What should be the source of operational costs of colleges?

- a) Mostly Provincial Government grants. _____
- b) Mostly Federal Government grants. _____
- c) Mostly student tuition. _____
- d) Mostly local requisition. _____
- e) Derived equally from government grants, local taxation, and student fees. _____

23. How should support for capital expenditures and equipment be provided?

- a) Entirely by the Provincial Government. _____
- b) Entirely by the College Region. _____
- c) Mostly by the Provincial Government. _____
- d) Mostly by the College Region. _____
- e) Equally shared by the Province and the Region. _____

24. What should be the basis of Provincial support for the operation of colleges?

- a) Similar to that provided to high schools. _____
- b) Similar to that provided to universities. _____
- c) Based upon a fixed rate per student enrolled. _____

E. Faculty

The question of teacher certification (i.e. issued by the Department of Education) may pose a problem in staffing colleges. The certification policy may be significant in recruiting personnel and in matters pertaining to staff negotiations.

25. What teaching certification should be required for college instructors?

- a) All college instructors should possess a valid teaching certificate. _____
- b) Teaching certificates should not be required of college instructors. _____
- c) Teachers of "academic" subjects should be required to hold a teaching certificate. _____
- d) Special certification for teaching in a college should be required of all instructors. _____

F. General

The following questions are also deemed significant in the development of a system of colleges in Alberta.

26. What degree of autonomy in the determination of its own affairs should a college exercise?

- a) A college should be affiliated with a Provincial university. _____
- b) A college should be accredited by a recognized educational authority. _____
- c) A college should have complete autonomy to determine its own destiny. _____

27. How should colleges be classified?

- a) Junior Colleges. _____
- b) Community Colleges. _____
- c) Regional Colleges. _____
- d) District Colleges. _____

28. Should a college be established in temporary facilities?

- a) A college should be established in whatever facilities are available if the need exists. _____
- b) A college should not begin operation until a new campus has been planned and development has commenced. _____
- c) A college should be prepared to occupy shared facilities in order to begin operations. _____

29. What should be the future status of those colleges that have already been established?

- a) They should retain their present status. _____
- b) They should be dissolved. _____
- c) They should form the nucleus of a new college within a Provincial framework. _____
- d) They should seek to attain university status eventually. _____

G. Comment:

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